

Planning Committee Agenda



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

Reserve Members: Joy Prince, Nina Degrads, Niroshan Sirisena,
Sherwan Chowdhury, Stephen Mann, Yvette Hopley, Stuart Millson,
Ian Parker, Simon Brew and Andrew Pelling

A meeting of the **Planning Committee** which you are hereby summoned to attend, will be held on **Thursday, 28 March 2019** at **6.30pm** in **Council Chamber, Town Hall, Croydon, Surrey, CR0 1NX**

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

Michelle Ossei-Gerning
020 8726 6000 x84246
michelle.gerning@croydon.gov.uk
www.croydon.gov.uk/meetings
Wednesday, 20 March 2019

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 or phone the number above by 4pm on the Tuesday before the meeting.

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

<http://webcasting.croydon.gov.uk>

N.B This meeting will be paperless. The agenda can be accessed online at

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. 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.

3. 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.

4. Development presentations (Pages 7 - 8)

To receive the following presentations on a proposed development:

There are none.

5. Planning applications for decision (Pages 9 - 12)

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

5.1 19/00303/FUL Coombe Lodge Playing Fields, Melville Avenue, South Croydon, CR2 7HY (Pages 13 - 38)

Change of use of the site from playing fields (D2) to temporary secondary school (D1) until 31st December 2020 for 360 pupils, with associated erection of a temporary three storey school building, car parking, cycle stands, bin stores, fencing, soft and hard landscaping.

Ward: Croham

Recommendation: Grant permission

5.2 19/00110/FUL 3 Olden Lane, Purley, CR8 2EH
(Pages 39 - 54)

Demolition of the existing dwelling and detached garage. Erection of a two/three storey building to provide 8 units with associated parking/access, landscaping, internal refuse and external cycle stores.

Ward: Purley and Woodcote

Recommendation: Grant permission

5.3 18/06102/FUL 30-38 Addiscombe Road, Croydon, CR0 5PE
(Pages 55 - 92)

Redevelopment of the site to provide 137 residential units across an 8 and 18 storey building with associated landscaping and access arrangements.

Ward: Addiscombe West

Recommendation: Grant permission

6. 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.

7. Other planning matters (Pages 93 - 94)

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

There are none.

8. 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."

PLANNING COMMITTEE AGENDA

PART 4: Development Presentations

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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PLANNING COMMITTEE AGENDA

PART 5: Planning Applications for Decision

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.

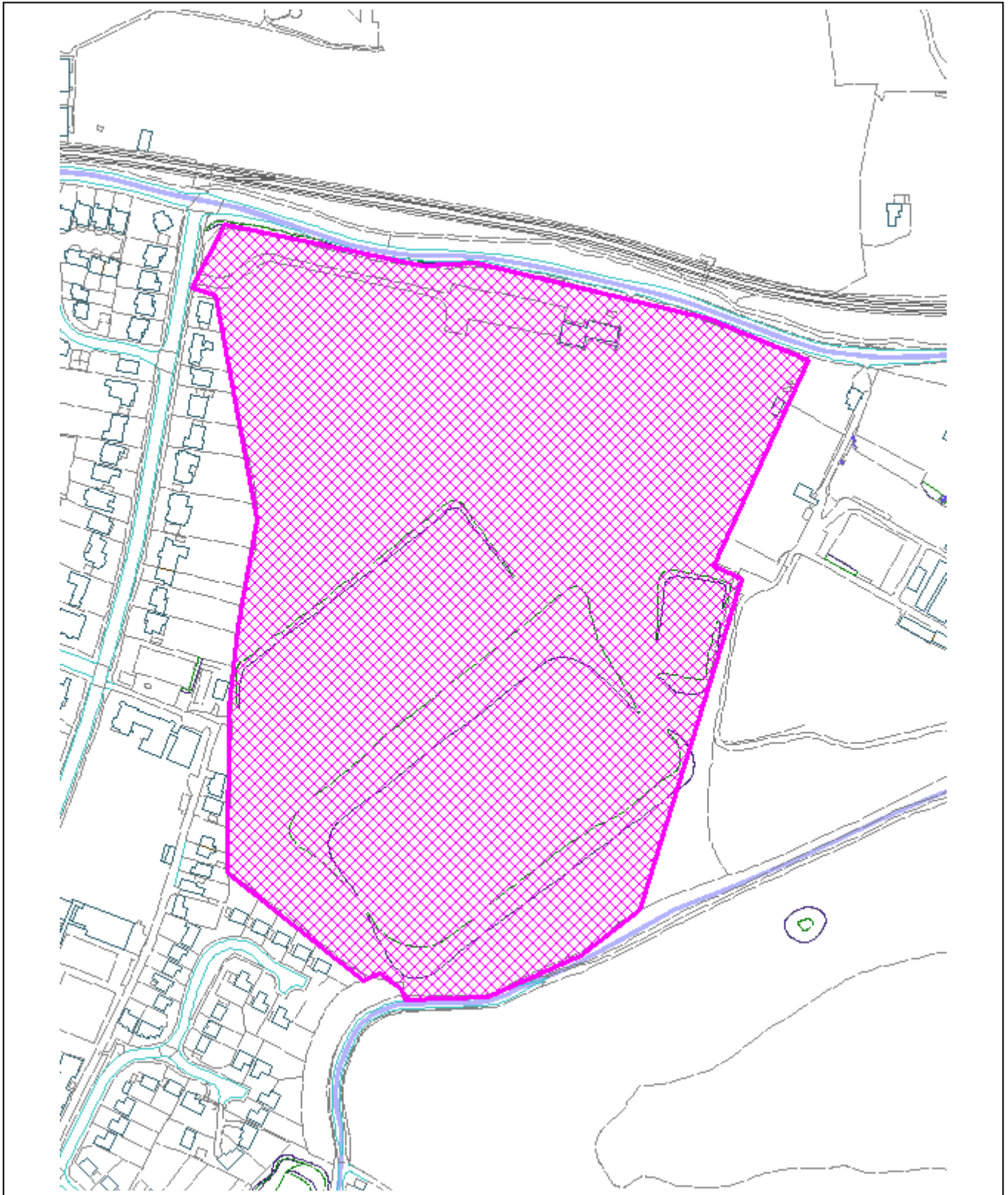
8. BACKGROUND DOCUMENTS

- 8.1 The background papers used in the drafting of the reports in part 5 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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PART 5: Planning Applications for Decision**Item 5.1****1.0 SUMMARY OF APPLICATION DETAILS**

Ref:	19/00303/FUL
Location:	Coombe Lodge Playing Fields, Melville Avenue, South Croydon, CR2 7HY.
Ward:	Croham
Description:	Change of use of the site from playing fields (D2) to temporary secondary school (D1) until 31 st December 2020 for 360 pupils, with associated erection of a temporary three storey school building, car parking, cycle stands, bin stores, fencing, soft and hard landscaping.
Drawing Nos:	FS045-COOMBEWOOD-TEMP-A-322 P3, 323 P3, 325 P3, 326 P3, 631 P1, 632 P1, 637 P1 and 638 P1.
Applicant:	Education and Skills Funding Agency
Agent:	Nicholas Milner of Cushman & Wakefield
Case Officer:	Barry Valentine

- 1.1 This application is being reported to Planning Committee because the Ward Councillor (Cllr Maria Gatland) made representations in accordance with the Committee Consideration Criteria and requested Committee consideration; objections above the threshold in the Committee Consideration Criteria have also been received.

2.0 RECOMMENDATION

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

Conditions

- 1) In accordance with the approved drawings.
- 2) Construction Method Statement/ Construction Logistics Plan Compliance
- 3) Highways works to be carried out and completed prior to occupation.
- 4) SUDS
- 5) No food shall be cooked on the premises, other than the warming or heating up of pre-prepared food.
- 6) No musical instrument or sound amplification equipment shall be used outside of the building.
- 7) Compliance with Ecological Assessment.
- 8) Control of school opening hours, and restricting out of school hours use of the site to between 7am and 10:30pm.
- 9) AH Units and Plant Control
- 10) Compliance with Noise Impact Assessment.

- 11) Construction Dust Risk Assessment Compliance.
- 12) Arboricultural Impact Assessment and Method Statement Compliance
- 13) Community Use of Park Hill Junior School Facilities.
- 14) Control of Light Pollution and Nuisance.
- 15) Boiler Specification.
- 16) School Travel Management Plan.
- 17) Travel Plan to include 'no idling engines strategy' and informal parking management.
- 18) Temporary Planning Permission and Buildings removal and landscaping including Tree Reinstatement.
- 19) Secure by Design
- 20) Cycle Parking
- 21) Servicing
- 22) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport.

Informatives

- 1) Removal of site notices
 - 2) Any other informative(s) considered necessary by the Director of Planning
- 2.3 That the Planning Committee confirms that it has paid special attention to the desirability of preserving setting of surrounding listed buildings and features of special architectural and historic interest as required by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2.4 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

3.0 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 Planning permission is sought for the change of use of the site from playing fields (D2) to temporary secondary school (D1) until 31st December 2020 for 360 pupils, with associated erection of a temporary three storey school building, car parking, cycle store, fencing, bin stores, soft and hard landscaping.
- 3.2 At present on the site there is a two storey temporary school building which is in use by 180 pupils, which was approved under LBC Ref 17/05830/FUL in April 2018. This planning permission will expire in September of this year. When this planning permission was approved, it was hoped by the applicant that the temporary school would decant temporarily into the sports hall of the permanent school.



Image 1 – Site proposed layout plan

3.3 Planning permission (LBC Ref 18/01711/FUL) for a permanent school for 1680 pupils was granted on the 24th January 2019. The application and associated issues that it generated were more complex than initially forecast which led to a delay in determination of the planning application, which in turn meant that it was no longer possible for the temporary school to decant into the permanent school building by September of this year. The current planning application, if approved, would allow the school to continue to operate and expand whilst the permanent school is under construction.

Site and Surroundings

3.4 The application site is a 10.57 hectare area of land located at the junction of Coombe Road (A212) and Melville Avenue. The site prior to May 2017 consisted of a dilapidated and boarded up changing room pavilion, playing fields, access road and a small gravel/concrete car park. At present, the site contains a two storey pre-fabricated school building, with associated car parking, cycle stands, bin stores, fencing, soft and hard landscaping. This temporary school use is due to expire in September 2019. Access into the school for pedestrians is from an existing path at the corner of Melville Avenue and Coombe Road and via a vehicle entrance off Melville Avenue. There are a significant number of trees within the site and a significant change of land levels across the site, with the land rising to the south and east.



Image 2 – Current one way junction at Melville Avenue/ Coombe Lodge, and entrance to school

- 3.5 The site is bound to the north by Coombe Road, to the west by Melville Avenue, to the south by Coombe Wood and residential dwellings and to the east by 100/102 Coombe Road and the Grade II listed Coombe Lodge. The surrounding area comprises a mix of residential, woodland and green open space.



Image 3 - Ariel Photo of Site and Surroundings

- 3.6 The site was previously part of the Metropolitan Green Belt, but was de-designated on the 27th February 2018 as part of the formal adoption of the Croydon Local Plan 2018. The site is still surrounded to the north, east and south-west by land designated as Metropolitan Green Belt.
- 3.7 The site is in close vicinity to the following listed buildings/structures whose setting could be impacted by the development: Coombe Lodge (Grade II), Lodge

to Coombe House (St Margaret's School) (Grade II) and Coombe House (St Margaret's School) (Grade II). The site is adjacent to the following locally listed historic park and gardens: Geoffrey Harris House/Coombe House, Lloyd Park and Royal Russell School.

- 3.8 The site is located within Flood Risk Zone 1, as defined by the Environment Agency. The site is modelled as being at risk from surface water flooding on a 1 in 100 year basis. The site is located within an Archaeological Priority Zone. The southernmost part of the site is located in a Site of Nature Conservation Importance.
- 3.9 Due to the size of the site, the Public Transport Accessibility Level (PTAL) varies between 2 (poor) and 0 (worst). The entrance to the site has a PTAL rating of 1b (very poor). Despite the poor PTAL rating, the site is within a short walk of Lloyd Park Tram Stop and a reasonable walking distance from two bus service routes on Croham Road.

Relevant Planning History

Temporary School

- 3.10 Planning permission (LBC Ref 17/05830/FUL) was granted on the 12th April 2018 for the 'Change of use of the site from playing fields (D2) to temporary secondary school (D1) until September 2019 for 180 pupils, with associated erection of a temporary two storey school building, car parking, cycle store, bin store, fencing, soft and hard landscaping'. This planning permission has been implemented.
- 3.11 An application for a non-material amendment (LBC Ref 18/03639/NMA) was approved on the 16th August 2018. The application made a number of non-material amendments to the April 2018 planning permission; including changing the form and design of the temporary accommodation, introducing stair pods and reducing the building's footprint.
- 3.12 A further application for a non-material amendment (LBC Ref 19/00291/NMA) was approved on the 15 February 2019. - including changes to the car parking/cycle spaces, hard and soft play areas and fence line.

Permanent School Planning Permission

- 3.13 An Environmental Screening Opinion (LBC Ref 18/00389/ENVS) was issued on 12th February 2018 – concluding that the new permanent school development did not have the potential for significant environmental impact, so an Environmental Impact Assessment was not required.
- 3.14 Planning permission (LBC Ref 18/01711/FUL) was granted on the 24th January 2019 for the 'Change of use of the site from playing fields (D2) to secondary school (D1) for 1680 pupils (1200 pupils 11 to 16 and 480 pupils 6th form) eight form entry secondary school, with associated erection of two/three storey high secondary school with associated separate sports hall building, with connected access, hard and soft landscaping, car parking, all weather pitch and sports

areas and other ancillary facilities”. This development, at the time of drafting this report, has yet to commence on site. It is understood that the applicant is currently preparing the site and welfare facilities, with development currently scheduled to formally commence on the 1st April 2019.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The site has been designated for use as a Secondary School with the retention of playing pitches under the Croydon Local Plan (2018). The development is important in addressing the borough’s deficit in school places that is forecast to become an issue – 2019 onwards – and the additional school places represents a significant public benefit.
- The proposed development would result in small loss of playing field area. To offset the small impact that this temporary development has on playing field and sport provision in the borough, the applicant proposes community use of Park Hill Junior School facilities.
- The proposed development has a simple, appropriate form that is acceptable given the temporary nature of the development. The significant public benefits of the development outweighs any harm to surrounding designated and non-designated heritage assets.
- The development would not have an unacceptable impact on amenities of neighbouring properties. Conditions are recommended to ensure that the impact of the development is appropriately mitigated and controlled.
- The development would be subject to conditions, so as not to cause unacceptable harm to the transport network, highway and parking. Public safety including that of pupils would be safeguarded.
- The proposal would incorporate sustainable urban drainage and not increase flood risk in the surrounding area.
- The visually prominent trees on the site would be retained and protected. Trees will be replanted after the temporary planning permission has expired to compensate for the loss of trees as a result of the development. The proposed development would safeguard protected flora and fauna.

5.0 CONSULTATION RESPONSE

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

The following were consulted regarding the application:

Greater London Authority (Statutory Consultee)

The GLA has assessed the application; given the scale and nature of the proposals they are satisfied that it does not give rise to any new strategic planning issues.

They have confirmed that the application does not need to be referred back to them prior to decision.

Transport for London (Statutory Consultee)

Car parking should be reduced by two car parking spaces to 13 car parking spaces. Informal car parking that occurs on the site should be removed. However, in light of the fact that there is no maximum parking standards for schools, TFL raise no objection subject to informal car parking being controlled through the school travel plan.

TFL have no objection to level of cycle parking provision or impact of the development on tram services capacity. TFL wish to engage in further dialogue with the applicant in regards to construction.

[OFFICER COMMENT] - Informal car parking on the site is recommended to be controlled through the school travel plan. The applicant is working with TFL to address their concerns in regards to construction prior to committee. In the event that it is not resolved prior to committee, then it is considered that this matter could be resolved via condition. Any update will be provided within the Committee Addendum.

Sport England (Statutory Consultee)

The provision of the buildings on this site does not accord with Sport England's Playing Fields Policy or the NPPF. However, planning permission for the permanent school was granted and that application was not called-in by the National Planning Casework Unit (LBC Ref 18/017111/FUL). Sport England do not wish to further delay the provision of the new playing fields and sports facilities.

As a result Sport England do not object to the application subject to two conditions being placed on the planning permission:

- Reinstatement of playing fields after temporary planning permission has expired in the event that the permanent school application does not get built.
- Community use agreement for off-site sport facilities at Park Hill School including access to playing field, ancillary parking and access to toilets.

[OFFICER COMMENT] - Conditions in line with Sport England's request are recommended.

Lead Local Flood Authority (Statutory Consultee)

The LLFA have objected to the application on the basis of lack of information. The applicant is working with the LLFA to address their concerns and it is expected that by the date of committee their concerns would have been addressed. Any update will be provided within the Planning Committee addendum.

6.0 LOCAL REPRESENTATION

6.1 A total of 41 neighbouring properties were notified about the application and invited to comment by the way of letter. The application has been publicised by way of two 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: 17 Objecting: 17 Supporting: 0 Commenting: 0

6.2 The following Councillor made representations:

- Councillor Maria Gatland (objecting) – Concern over the pupil safety getting to and from the school, impact of construction on residents of Melville Avenue and other local roads, and increased impact of parking problems.

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

- Lack of consideration for the safety of the pupils using nearby roads.
- No need for school
- Supervising staff that were meant to be at Coombe Road on the previous temporary accommodation have not always been present.
- Parents dropping/picking up pupils do not follow the highway code and make the site unsafe. There should be a pick up/drop off zone within the school.
- Toucan crossing and other highway works approved under the permanent scheme should be installed now due to safety risk to children.
- Increased noise disturbance to local residents.
- Nothing in the application that alleviates parking problems experienced.
- The removal of trees to facilitate cycle parking is not necessary as the existing cycle racks are not used.
- Construction should occur from Coombe Road as using local roads is not appropriate.
- Not clear how this scheme will be constructed at the same time as the permanent school, and concern over safety due to this potential conflict.
- Concerns over the impact of construction on the amenities of pupils inside the school. Construction also poses a safety risk.
- Dust, Noise and vermin issues
- Concern over construction routing of vehicles along Castlemaine, along Ballater Road and down Melville.
- Location of buildings on the site is not appropriate as it causes too much suffering to residents.

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

- Issues in the connection with the acceptability of the permanent school planning permission.

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

- 7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan and any other material considerations. Details of the relevant policies and guidance notes are attached in Appendix 1.
- 7.2 Government guidance is contained in the National Planning Policy Framework (NPPF (2019)), revised in February 2019. The NPPF (2019) 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.

Development Plan

- 7.3 The Development Plan comprises the London Plan 2016, the Croydon Local Plan 2018, and the South London Waste Plan 2012.
- 7.4 A replacement Draft London Plan has been subject to public consultation, and Examination in Public commenced in January 2019. The current 2016 London Plan is still the adopted Development Plan, and although the Draft London Plan is a material consideration in planning decisions, at present it carries limited weight.

Supplementary Planning Guidance (SPG) / Document (SPD)

- 7.5 The relevant SPGs and/or SPDs are listed in Appendix 1.

8.0 MATERIAL PLANNING CONSIDERATIONS

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

- Principle of Development/Land Use.
- Townscape and Visual Impact, Impact on Heritage Assets.
- Impact on Neighbouring Properties Living Conditions.
- Impact on Highway, Parking, Transport Network and Pedestrian Safety
- Trees, Landscaping and Biodiversity.
- Flooding, Sustainability and Environment.
- Health.
- Equality.

Principle of Development/Land Use

Metropolitan Green Belt

- 8.2 The application site is no longer located within the Green Belt. The site was removed from the Green Belt as part of the adoption of Croydon Local Plan (2018).

Positive Weight to Schools

- 8.3 Policy 3.18 of the London Plan (2016) states education and skills provision will be supported, including new build to change of use to education purposes. The policy states proposals which address the projected shortage of secondary school places will be particularly encouraged. Policy SP5 of Croydon Local Plan (2018) is supportive of investment to new schools and the expansion and improvement of existing schools. Croydon Local Plan (2018) has allocated the site (no.662) as 'secondary school with retention of playing pitches'.

Ensuring Sufficient Secondary School Places

- 8.4 There is an urgent need to increase primary and secondary school capacity in Croydon to meet the rising population. Croydon as of 2011 is the largest borough in London in terms of population and is expected to grow by further 30,000 people by 2031. The Council has a statutory duty to ensure that there are sufficient school places to meet demand. In addition to this, a 5% to 8% surplus in school places is required in order to ensure that the Council is able to offer a place to every child who moved into the borough outside of the normal points of admission. The 2016 School Capacity Survey forecasts that in 2018, there would be a surplus of just 71 places, which amounts to just 2%. A deficit in school places is forecasted to start to occur from 2019/20. The scheme would play a fundamental role in addressing this deficit and represents a significant public benefit.
- 8.5 Whilst the proposal presented here is only for a temporary period up to December 2020, the development (if approved) will help to ensure that a permanent school is established at this site which would make a substantial contribution to addressing the shortfall.

Sports Pitches

- 8.6 Paragraph 97 of the NPPF (2019) states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
- a) an assessment has been undertaken which has clearly shown the open space, building or land to be surplus to requirements; or
 - b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - c) the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss of the current or former use.
- 8.7 Also of relevance is London Plan (2016) Policies 3.19 and 7.13 and Croydon Local Plan (2018) policy SP7.3 (d).

- 8.8 The proposed temporary school building would largely be located on the pre-existing hard surface. The only encroachment onto the grassed areas of the site would be the hard/soft play area, the car park area, perimeter fencing, drainage trench, cycle and bin storage. This represents a very small percentage of the overall site. Nevertheless to offset the limited impact, the applicant has agreed (in line with Sport England's request) to allow community use of the facilities at Park Hill Junior School, Stanhope Road. On this basis, the development's relatively small impact on the borough's sport provision and playing fields is deemed acceptable.

Townscape and Visual Impact, Impact on Heritage Assets

Heritage Assets

- 8.9 Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 requires Local Planning Authorities to have special regard in the granting of planning permission to the desirability of preserving listed building(s) or its setting or any features of special architectural or historic interest which it possesses.
- 8.10 The site is located close to the grade II listed Coombe Lodge, and the Coombe Estate (Lodge, House and Ice House all listed separately at grade II). Lloyd Park previously formed part of the Coombe Estate and is a locally listed historic park and garden. The site itself appears from historic mapping to have formed agricultural land, likely associated with the Coombe Lodge Estate.
- 8.11 The openness of the site is significant in distinguishing the historic estates of Coombe (and their associated surviving heritage assets) from surrounding suburban development and provide an understanding of the historic setting of Coombe Lodge. The provision of a three storey temporary school and associated structures would erode some of the open and green character of the site. Coombe Lodge is visible from the site, but views are extremely limited and the main frontage does not orientate towards the site. Any adverse impact on heritage assets would be temporary. The proposal would have some harm, but less than substantial harm, on the setting of the designated and locally designated heritage assets.
- 8.12 The previous temporary application, as well as the permanent application was reviewed by Historic England's Greater London Archaeological Advisory Service (GLAAS), whom have concluded that both developments would not have a significant effect on heritage assets of archaeological interest. This would remain the same for the proposed development.
- 8.13 Paragraph 196 of the NPPF (2019) advises that where a development leads 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. This paragraph should be read in the context of Paragraph 193 of the NPPF (2019) which states '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.'

8.14 The proposed development provides substantial public benefits, which would comfortably outweigh the less than substantial harm identified to both nationally (even when great weight is applied to ensuring the asset’s conservation and statutory requirements set out in Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990) and locally designated heritage assets.

Bulk, Mass and Design

8.15 The proposed temporary building would largely be located on the existing hardstanding, which would help to reduce the development’s impact on the green open areas and playing fields. The location of the development also maximises the existing infrastructure present on the site, limiting the need for further ad-hoc potentially intrusive alterations. The proposed development would be well-sited away from neighbouring properties and set back from the road, which would help to retain a sense of openness, as well as limiting the building’s impact on the most common viewpoints. It has a simple functional form that is reflective of its temporary nature. Mature boundary planting and the topography of the site will help to obscure the lower levels of the building from views from the north, helping to reduce the building’s impact. Whilst the architectural quality and design detailing is not as high as the Council would normally require for a permanent solution, given its temporary nature and intended purpose, no objection is raised. The building is proposed to be painted in a green colour which would help to integrate into its green and pleasant setting.



Image 4 – Front/South Proposed Elevation

8.16 The proposed school is fit for purpose and designed to meets all guidelines and minimum school sizes as set in the Building Bulletin 103: Area Guidelines for Mainstream Schools. Disabled facilities would be provided within the school with a disabled parking space, shallow DDA compliant ramp, accessible toilet and adequate corridor widths. There is also a lift that provides level access to the upper floors. The proposed development will meet M4 (1) Building Regulation standards for accessibility.

8.17 The location of the building and condensed built form will help to ensure that when the use ceases, the land can be returned to a state – linked and related to the permanent school. Alternatively, the site could be returned to its pre development state. At the same time, the location and siting of the development has been chosen in order to allow the efficient construction of the permanent school. The proposed mass, bulk and design of the development on balance is acceptable.

Impact on Neighbouring Properties Living Conditions

- 8.18 The proposed temporary building would be located over 125m away from residential properties in Melville Avenue to the west, and 100 and 102 Coombe Road to the east. The proposed temporary building as such would not impact neighbouring properties' sunlight, daylight, sense of enclosure or privacy.
- 8.19 The principle impact of the development would be from intensification of the use of the wider site and associated impacts in terms of noise generation and privacy loss.
- 8.20 The proposed development would have an acceptable impact on neighbouring residential properties in terms of noise. The development benefits from the fact that school operating hours would be during the less noise sensitive daytime hours, when residents are less likely to be asleep and when general activity and background noise levels are at their highest. Some of the sound generated from the school use would be masked by existing traffic noise from the busy Coombe Road. Soft and hard playground areas have been located away from the neighbouring properties as much as possible, which will help mitigate their impact. Fencing is proposed around the access routes which would help to confine activity and associated noise from comings and goings. There would be staff/parental supervision at the entrance of school at the start/end of the day, which would help to control pupil behaviour. Any noise from the use of the sports pitches by either pupils or members of community, would be confined to daylight hours (due to the lack of floodlights) and comparable to the noise that would be expected to be generated from the existing use of the site.
- 8.21 The proposed development would have an acceptable impact on neighbouring properties' privacy. Intensely used areas of the site including play areas are located away from neighbouring properties boundaries, and fencing will restrict movements so that pupils are unlikely to be able to stand directly facing neighbours windows when entering and leaving the school. Views obtained from the use of the sports pitches themselves would be comparable to the existing situation, and not sufficiently detrimental to justify the refusal of planning permission.
- 8.22 In order to make the school safe for use in the winter, greater levels of external lighting would be required. To ensure the impact of this is appropriate mitigated and controlled, a condition has been recommended in regards to this.
- 8.23 The applicant's noise survey indicates that mechanical ventilation may be required to achieve acceptable sound levels within the temporary classroom. Conditions to ensure that plant/ventilation system would not cause harm to neighbouring properties' living conditions.

Impact on Highway, Parking, Transport Network and Pedestrian Safety

Trip Mode

8.24 The table below shows the results of predicted modal share for trips by pupils as part of the original temporary planning permission (17/05830/FUL), compared against the results of a 'hands up survey' survey that was undertaken by the applicant in November 2018.

	Predicted	Survey
Car	36	33
Car Share	9	3
Park and Stride *		1
Rail *		4
Tram	36	77
Public Bus	36	31
Cycle	9	0
Walking	54	31

Car	45	37
Non Car	135	143

*Extra categories added as part of hands up survey

Table 1 – Pupils travel to the site

8.25 A higher level of sustainable transport modes are being used to reach the school than were expected by pupils which is positive. Although no cycling was recorded from the hands up surveys, one pupil was observed cycling to the school by the applicant as part of their site visit observations.

8.26 Based on the hands up survey, it is reasonable to predict that additional 34 car journeys (inclusive of park and stride) would be made to the site by pupils as a result of the development. However, there is potential that this number could be lower as half of the pupils would be a year older (i.e. aged between 12 and 13) and therefore more likely to take independent travel to the site.

8.27 In terms of staff, it was forecasted at YR 1 (based on Census data) that ten staff would be employed, six of which would travel to the school by car, two by bus, one by rail and one by foot. In reality, the applicant's transport assessment indicates that seventeen FTE staff are employed. Based on survey results of these staff it is predicted that twelve would come by car, one by rail, one by tram, one by motorcycle and one by bike. The applicant estimates that the additional nine staff employed by the development, that six would come by car, one by rail, one by tram, one by motorcycle and one by bike.

	Predicted	Survey modal share %	No of existing staff travel*	Total Estimated for development
Car	6	69%	12*	18*
Bus	2	0%	0	0
Rail	1	8%	1*	2*
Tram	0	8%	1*	2*

Motorcycle	0	0%	1*	2*
Cycle	1	8%	1*	2*
Walking	0	0%	0	0

Table 2 – Staff modal share (* figures have been rounded due to nature of survey data)

Parking/Pick up/ Drop Off

- 8.28 There are no parking standards set out in the London Plan (2016) for education institutions and therefore any parking provision needs to be considered on an individual application basis.
- 8.29 The proposal would provide 15 formal parking bays, which includes 1 disabled bay and 2 mini bus spaces. A total of 12 car parking spaces would therefore remain for staff. In addition, the grass areas would continue to be used as an informal staff parking overspill area. This informal overspill parking area has the capacity for approximately 6 cars. As per Table 2, 18 staff are expected to drive to the site and therefore there is sufficient space on site for all staff cars to park. There is no motorcycle provision, but this is not considered to be a significant issue due to the nature of motorcycles that make them easier to park in ad-hoc locations within the site and it likely to be rare that there would be 100% occupancy of parking bays. The monitoring and managing of the informal parking to ensure that sustainable travel measures are sufficiently promoted and car use is reduced, is recommended to be achieved through the travel plan. There would be no visitor parking on the site; instead visitors would be directed to use the parking facilities at Lloyd Park. The development is considered to have an appropriate level of parking provision, which would limit the impact of the development on parking stress.

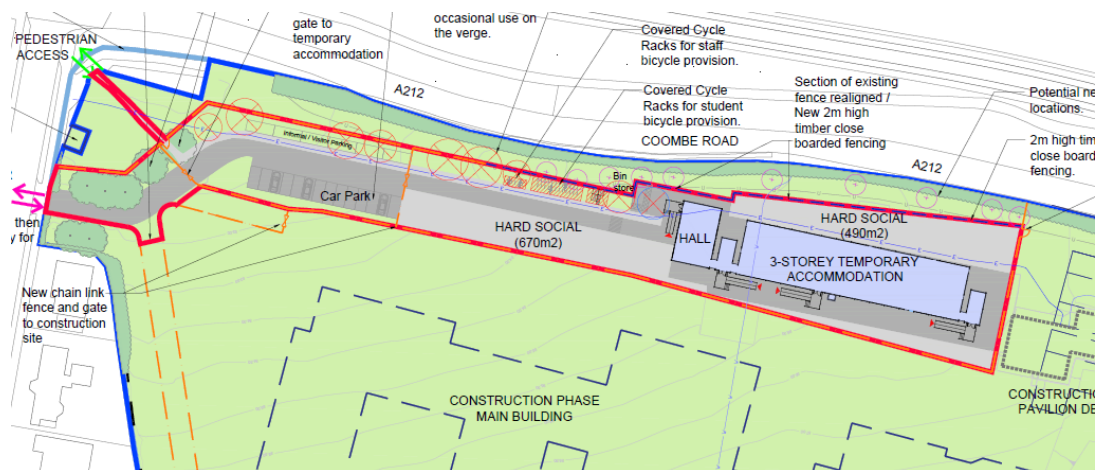


Image 5 – Site Layout Including Car Parking (to be updated)

- 8.30 As with any school, pupils arriving and leaving by car present a significant challenge. To address this the applicant is proposing a number of measure to encourage good behaviour and sustainable travel. The measures implemented at site to date have been successful in that 79% of pupils are arriving by sustainable non car based modes, exceeding predictions. A number of additional more stringent measures are proposed through the travel plan to further help mitigate the impact, including the introduction of home/school agreements that

will make parents commit to using sustainable modes of transport, or where this is clearly not possible, then using the Lloyd Park car park for drop off and pick up.

- 8.31 The development is likely to lead to increased pressures on parking and highway operation, but these aspects need to be balanced against the undeniable benefits of the application and should be viewed alongside the measures the school is progressing to reduce this impact and to discourage car use in order to promote sustainable modes of transport. On this basis, no objection is recommended to be raised subject to conditions.

School Travel Plan

- 8.32 A school travel plan has been submitted with the application. The travel plan has been produced in line with TFL STARS method. The school through its first year of operation is already on target to deliver Bronze accreditation. The submitted travel plan seeks to achieve Silver level of accreditation. The travel plan will be regularly monitored and reviewed. The travel plan targets a 45% reduction in the total number of single pupil car journeys to the site largely through the promotion of cycling, walking and car share. The travel plan also targets a 33% reduction in staff traveling to the site by car. The travel plan is recommended to be secured via condition.

Tram Network Impact

- 8.33 The application has been reviewed by Transport for London (TfL) who are satisfied that there is enough capacity on the tram network to cope with the demand generated by the development.

Highway Capacity Impact

- 8.34 The impact of the development on Coombe Road/Melville Avenue junction has been modelled. The model demonstrates that there would be a small increase in delay by 6 seconds to a total of 61 seconds in cars turning out of Melville Avenue into Coombe Road, but the queue length would be short with the equivalent of 3 car length queue in the morning (8 to 9am). The queue length in the afternoon (3pm to 4pm) is modelled to be on average less than 1 car, with a predicted delay of 25 seconds. The model sufficiently demonstrates that the highway will continue to operate efficiently. The model also helps to demonstrate that the pedestrian crossing at the junction will continue to operate safely (particularly for pupils crossing) with the level of traffic likely to limit traffic speeds at the junction. The relatively short "wait-time" should not encourage dangerous manoeuvres.

Cycle Parking

- 8.35 The two existing cycle stands would remain on the site and provide cycle parking for 40 cycles. London Plan standards that are based on pupil numbers requires 54 cycle spaces to be provided. However, in surveys it is noted that the current uptake of cycling is very low, with only 2 bicycles noted using the facilities from

the applicant's site visit. The level of cycle provision proposed by the applicant is appropriate to cope with the demands of the development.

Highway Alterations and Pupil Safety

- 8.36 To ensure that there is a safe crossing point for pupils/pedestrians to reach the school from the west, the applicant is proposing to retain the existing temporary pedestrian crossing and one way system at the junction of Coombe Road and Melville Avenue. The applicant has carried out a safety review of the junction which included on site observations and no significant safety concerns were found. Staff supervision in line with the previous planning permission requirements was observed helping to ensure the designated safe routes to the school were followed and to help ensure good (safe) behaviour of the pupils. Adequate capacity to cope with the additional pupil numbers was also identified on surrounding pavements, including on the well-used southern footway of Coombe Road. Officers are satisfied that pupils will continue to be able to get to and from school safely subject to condition securing the continuation of the one way/pedestrian crossing arrangement. It is understood that one way arrangement is generally welcomed by local residents, as such it is understood that the Highways Department will be seeking (through the necessary Section 284 Highway Agreements and TRO processes) to make the one way/crossing arrangement permanent.
- 8.37 It is noted that many of the objectors are of the view that the highway works that will need to be carried out for the approved permanent school application (LBC Ref 18/01711/FUL) namely the installation of a Toucan crossing and associated road alignment, should be implemented now. Notwithstanding the fact officers are satisfied that the continuation of the one way and pedestrian crossing is safe for the development proposed, it is highly unlikely that these works could be completed by September in time for the school opening. The highway alterations proposed as part of the permanent application are significant and costly and consequently, there is a substantial lead in time; particularly with getting TFL to schedule and install the Toucan crossing. Nevertheless, the applicant has provided a letter indicating that they will do what they can to deliver the Toucan Crossing ahead of schedule and as early as possible.

Construction Impact

- 8.38 A draft Construction Logistics Plan (CLP), which has been reviewed by both council officers and TFL. Some minor amendments are required to this document that are recommended to be secured via condition.

Trees, Landscaping and Biodiversity.

Trees

- 8.39 The important high quality hornbeam trees at the entrance of the site would be retained. A number of B and C category trees were removed as a result of alterations carried out in connection with the temporary 1st year school and a condition was applied requiring a tree reinstatement planting scheme to be

approved and implemented upon ceasing of the temporary use. The continuation of this condition is recommended which will ensure that long term visual amenity would not be harmed and potentially enhanced as a result of the temporary planning permission. The construction of the development will not cause harm to these important Hornbeam Trees as there is a sufficient gap between their canopies following pruning works carried out in the summer of 2018. The proposed development has an acceptable impact on trees.

Ecology and Biodiversity

- 8.40 The proposed development would not directly impact the more sensitive woodland area that is located at the southernmost part of the site, ensuring any flora and fauna, including protected species located in this habitat are unlikely to be impacted.
- 8.41 A number of mitigation and enhancement measures are outlined within the ecological appraisal, and these are recommended to be secured by condition.

Flooding, Sustainability and Environment.

- 8.42 The site is modelled as being at risk from surface water flooding on a 1 in 100 year basis. The existing and proposed impermeable areas including from the proposed building would discharge directly into an infiltration trench. Whilst the LLFA have currently objected to the application and have requested more information, it is expected that their concerns will be addressed prior to committee. An update will be provided in the addendum.

Sustainability and Energy

- 8.43 The development is only for a temporary period and therefore it is not practical to require the development to meet standard sustainability and energy standards. Nevertheless there are a number features of the development that reduce its environment impact. The temporary accommodation is proposed to be constructed from pre-fabricated and pre-used modular units. The proposed re-use of modular units will give significant savings in terms of embodied carbon compared to a traditional build project and consequently contributes to climate change mitigation. The pre-built nature of the development would also significant limit construction impacts and reduce vehicle movements.
- 8.44 The temporary modular units are well insulated, air tight, utilise natural ventilation when units need to be cooled and natural lighting which helps to ensure energy efficiency.
- 8.45 In light of the nature of the development, the impact of the development in terms of sustainability, energy and carbon dioxide emissions is considered acceptable.

Air Quality

- 8.46 The submitted Air Quality Assessment considers the impact of locating the school adjacent to Coombe Road and the impact that this may have on health

and well-being of pupils/staff. The assessment concludes based on three months of monitoring, the site is suitable to be used as a temporary school and that on-site mitigation measures are not necessary. The assessment also looks at location of the playground (in particular the playground closest to Coombe Road) and concludes that there is no significant air quality safety risk. The school will continue to liaise with the contractor for the permanent school to ensure that all reasonable measures to reduce the impact of construction on school pupils will be implemented.

- 8.47 Due to the nature of the development there are only limited options in terms of air quality. Mitigation measures commensurate to the scheme and scale of the development are proposed. The developments impact on air quality is acceptable.

Land Contamination

- 8.48 The reports submitted in connection with the application are sufficient to demonstrate that there are no significant land contamination risks.

Health

- 8.49 The proposed school with its sports focus would actively promote health and well-being. Measures such as the Travel Plan are proposed to ensure that active travel is promoted. Sufficient measures are proposed to ensure the development does not have an unacceptable impact in terms of emissions or air quality.

Equality

- 8.50 The school would be a 'Free School' and are an 'all-ability' schools that cannot use academic selection process. The proposed school is also not a 'faith school', would be open to all sexes and gives first choice to local families. The school would have to operate in accordance with the Equality Act 2010.
- 8.51 Regard has been had to the impact of the development on pupils of Rutherford School, which is a specialist independent school for pupils with Profound and Multiple Learning Disabilities. The small impact that the development could have on the operation of the Rutherford School, would be outweighed by the benefits of providing a new school that could cater for broad range of pupils.

9.0 Balance of Decision and Conclusion

- 9.1 Given the positive weight given to schools, the site allocation that establishes the education use of the site and the need for additional secondary school places within South Croydon, these circumstances would comfortably outweigh the less than substantial harm identified to both nationally and locally designated heritage assets, even when great weight is applied to ensuring the asset's conservation, and the effects of the functional architectural quality of the development on visual amenity.

- 9.2 The development would by virtue of its nature would have an adverse impact on the efficient operation of the highway particularly during start/end of the school day and would increase parking stress. However, this has to be balanced against the significant benefits that the development provides, and also viewed in light of the fact the applicant is implementing measures to reduce their impact and promote sustainable modes of transport. The development as such is considered acceptable in this regard. The proposed development would not compromise pedestrian or pupil safety.
- 9.3 In conclusion, the proposed benefits of the application namely the provision of additional school places are considered to comfortably outweigh the negatives expressed above, and as such Planning Permission is recommended to be granted.
- 9.4 All other relevant policies and considerations, including equalities, have been taken into account.

Appendix 1: Planning Policies and Guidance

The following lists set out the most relevant policies and guidance, although they are not exhaustive and the provisions of the whole Development Plan apply (in addition to further material considerations).

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 2.18 Green Infrastructure: The Multi-Functional Network of Green and Open Spaces.
- Policy 3.1 Ensuring Equal Life Chances for All.
- Policy 3.2 Improving Health and Addressing Health Inequalities
- Policy 3.6 Children and Young People’s Play and Informal Recreation Facilities.
- Policy 3.16 Protection and Enhancement of Social Infrastructure.
- Policy 3.17 Health and Social Care Facilities
- Policy 3.18 Education Facilities
- Policy 3.19 Sports Facilities
- Policy 4.6 Support for and Enhancement of Arts, Culture, Sport and Entertainment
- Policy 5.1 Climate Change Mitigation
- Policy 5.2 Minimising Carbon Dioxide Emissions
- Policy 5.3 Sustainable Design and Construction
- Policy 5.7 Renewable Energy
- Policy 5.12 Flood Risk Management
- Policy 5.13 Sustainable Drainage
- Policy 5.14 Water quality and wastewater infrastructure
- Policy 5.15 Water use and supplies
- Policy 5.17 Waste capacity
- Policy 6.1 Strategic Approach
- Policy 6.3 Assessing Effects of Development on Transport Capacity
- Policy 6.9 Cycling
- Policy 6.11 Smoothing Traffic Flow and Tackling Congestion
- Policy 6.12 Road Network Capacity
- Policy 6.13 Parking
- Policy 7.2 An Inclusive Environment
- Policy 7.3 Designing Out Crime
- Policy 7.4 Local Character
- Policy 7.6 Architecture
- Policy 7.8 Heritage Assets and Archaeology
- Policy 7.14 Improving Air Quality
- Policy 7.15 Reducing and Managing Noise
- Policy 7.16 Green Belt
- Policy 7.19 Biodiversity and Access to Nature

Policy 7.21 Trees and Woodlands
Policy 8.2 Planning Obligations
Policy 8.4 Community Infrastructure Levy.

There is a new draft London Plan that is currently undergoing Examination in Public (EiP) which opened on the 15th January 2019. The GLA hope that the final London Plan will be 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.

Draft Policy GG1 Building Strong and Inclusive Communities
Draft Policy GG6 Increasing Efficiency and Resilience
Draft Policy D1 London's Form and Characteristics
Draft Policy D2 Delivering Good Design
Draft Policy D3 Inclusive Design
Draft Policy D10 Safety, Security and Resilience to Emergency
Draft Policy D11 Fire Safety
Draft Policy D12 Agent of Change
Draft Policy D13 Noise
Draft Policy S1 Developing London's Social Infrastructure
Draft Policy S3 Education and Childcare Facilities
Draft Policy S5 Sports and Recreation Facilities
Draft Policy S6 Public Toilets
Draft Policy E11 Skills and Opportunities for All
Draft Policy G6 Biodiversity and Access to Nature
Draft Policy G7 Trees and Woodlands
Draft Policy SI1 Improving Air Quality
Draft Policy SI2 Minimising Greenhouse Gas Emissions
Draft Policy SI3 Energy Infrastructure
Draft Policy SI5 Water Infrastructure
Draft Policy SI7 Reducing Waste and Supporting the Circular Economy
Draft Policy SI12 Flood Risk Management
Draft Policy SI13 Sustainable Drainage
Draft Policy T1 Strategic Approach to Transport
Draft Policy T2 Healthy Streets
Draft Policy T3 Transport Capacity, Connectivity and Safeguarding
Draft Policy T4 Assessing and mitigating transport impacts
Draft Policy T5 Cycling
Draft Policy T6 Car Parking
Draft Policy T6.5 Non-residential Disabled Persons Parking
Draft Policy T9 Funding Transport Infrastructure through Planning

Relevant Mayor of London Supplementary Planning Guidance

Social Infrastructure SPG
Accessible London: Achieving an Inclusive Environment SPG
Shaping Neighbourhoods: Character and Context SPG
Shaping Neighbourhoods: Play and Informal Recreation SPG
Sustainable Design and Construction SPG
Planning for Equality and Diversity in London SPG

Croydon Local Plan 2018

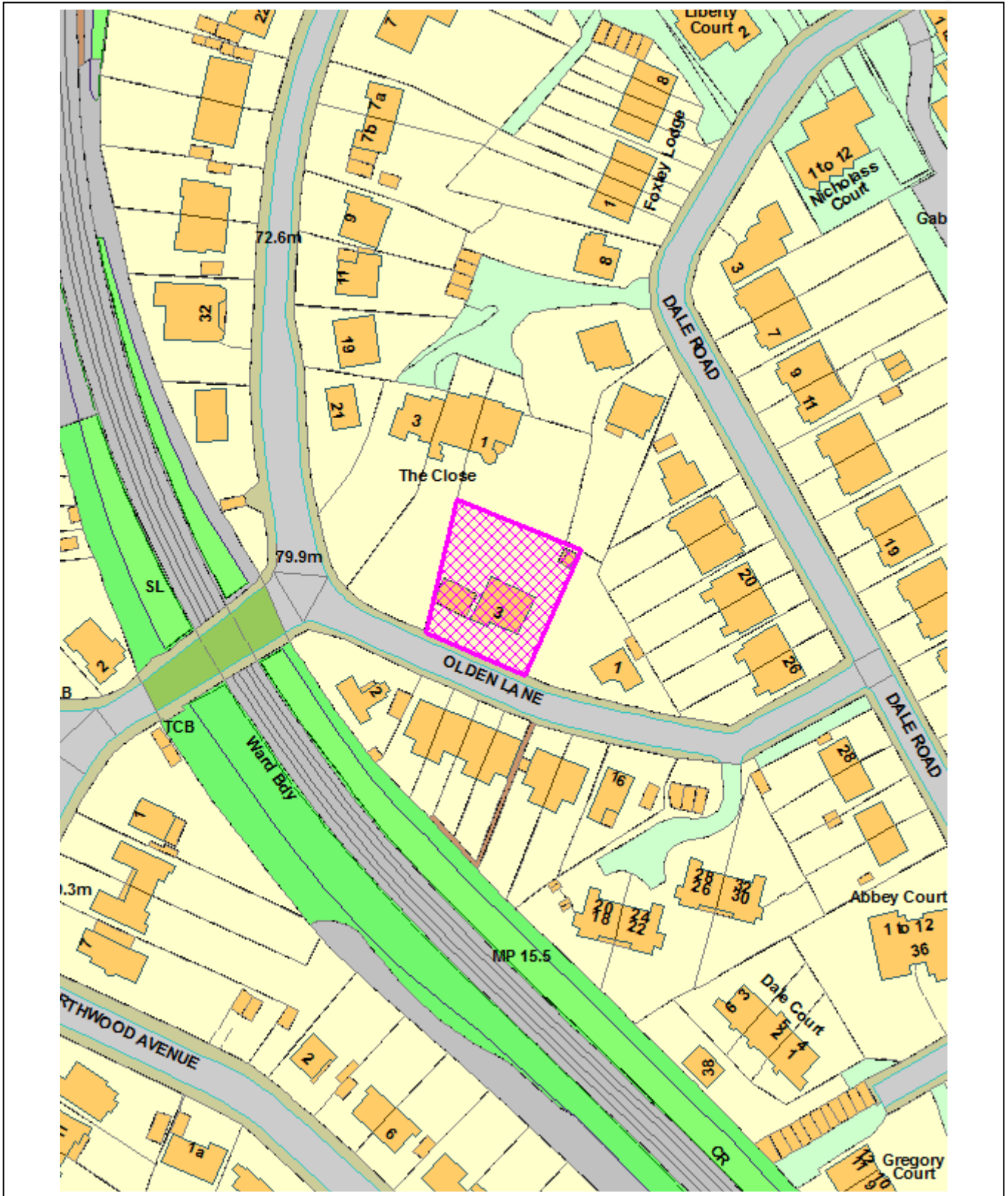
The main policy considerations from the Croydon Local Plan 2018 raised by the application that the Committee are required to consider are:

SP1.1 Sustainable development
SP1.2 Place making
SP1.3 and SP1.4 Growth
SP3 Employment
SP4 Urban design and local character
 DM10 Design and character
 DM13 Refuse and recycling
 DM16 Promoting healthy communities
 DM18 Heritage assets and conservation
SP5 Community facilities
 DM19 Providing and protecting community facilities
SP6 Environment and climate change
 DM23 Development and construction
 DM24 Land contamination
 DM25 Sustainable Drainage Systems and reducing flood risk
SP7 Green grid
 DM27 Protecting and enhancing our biodiversity
 DM28 Trees
SP8 Transport and Community
 DM29 Promoting sustainable travel and reducing congestion
 DM30 Car and cycle parking in new development
Places of Croydon
 DM46 South Croydon, Table 11.14, Site allocation 662

Relevant Supplementary Planning Guidance

SPG Note 12 – Landscape Design

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PART 5: Planning Applications for Decision

Item 5.2

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 19/00110/FUL
 Location: 3 Olden Lane, Purley, CR8 2EH
 Ward: Purley and Woodcote
 Description: Demolition of the existing dwelling and detached garage. Erection of a two/three storey building to provide 8 units with associated parking/access, landscaping, internal refuse and external cycle stores.
 Drawing Nos: 18157G, 181571, 18157E, 799 002 PL01, 799 002 PL02 Rev F, 799 002 PL03 Rev B, 799 002 PL04 Rev D, 799 002 PL05 Rev F, 799 002 PL06 Rev E, 799 002 PL09 Rev B, 799 002 PL10 Rev B, 799 002 PL11 Rev B, 799 002 PL12 Rev C, 799 002 PL13 Rev A, 799 002 PL15
 Applicant: Lumiere Property
 Agent: Neal Thompson
 Case Officer: Tim Edwards

	1 bed	2 bed	3 bed	4 bed
Existing		1		
Proposed Flats	1b, 1p x 1, 1b, 2p x 2	2b,3p x 2, 2b, 4p x 1	3b, 4p x 1, 3b, 5p x 1	
Total	3	3	2	

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
4	13

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

2.0 RECOMMENDATION

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

Conditions

- 1. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
- 2. Materials to be submitted.
- 3. Details of Refuse storage/Car parking/Electric vehicle charging point as submitted
- 4. Landscaping scheme including boundary treatments/cycle storage to be submitted

5. Trees - Accordance with Tree Protection Plan. Trees to be removed out of bird nesting season.
6. Ecology report recommendations to be submitted.
7. All flank elevation windows at first floor or above to be obscured glazed/non-opening
8. Playspace to be provided and details to be provided.
9. All flats to meet M4 (2).
10. 19% Carbon reduction
11. 110 litre Water usage
12. Construction Logistics Plan to be submitted
13. Time limit of 3 years
14. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Community Infrastructure Levy
- 2) Code of practise for Construction Sites
- 3) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

- 2.3 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.

3.0 PROPOSAL AND LOCATION DETAILS

- 3.1 The proposal includes the following:

- Demolition of existing detached two bedroom detached bungalow.
- Erection of a two/three storey building including accommodation in the roof space.
- Provision of 2 x three bedroom flats, 3 x two bedroom flats and 3 x one bedroom flats
- Provision of private and communal external amenity space as well as children's play space
- Provision of 4 off-street spaces and associated internal refuse and external cycle stores

- 3.2 The scheme has been amended during the application process to improve the refuse store access, electric charging points and pedestrian visibility splays.

Site and Surroundings

- 3.3 The site is located on the northern side of Olden Lane, in close proximity to Purley District Centre. There are a number of trees on the adjoining occupiers land with a Tree Protection Order (TPO 17, 2010) for a Yew Tree located within the ground of 1 Olden Lane.



Fig 1: Aerial street view highlighting the proposed site within the surrounding streetscene

- 3.4 The building on-site currently addresses the street appearing as a bungalow, whilst at the rear is read as two storeys. There is also an existing triple garage and parking area which is adjacent to the main dwelling.
- 3.5 The site itself is not located within an area at risk of surface water but areas surrounding it are noted to be. The site is located within a PTAL 4 area.

Planning History

- 3.6 The most relevant planning history associated with the site is noted below:
- 16/00591/P: Demolition of existing double garage; erection of a detached three bedroom house. **Permission Granted but not yet implemented.**

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.
- The design and appearance of the development is appropriate for its setting.
- The living conditions of adjoining occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are acceptable and Nationally Described Space Standard (NDSS) compliant.
- The protected trees are appropriately protected.
- The level of parking and impact upon highway safety is considered acceptable.
- Sustainability aspects can be controlled by conditions.

5.0 CONSULTATION RESPONSE

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

6.0 LOCAL REPRESENTATION

6.1 The application has been publicised by 13 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours in response to notification and publicity of the application are as follows:

No of individual responses: 17 Objecting: 17 Supporting: 1 Comment: 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:

Objection	Officer comment
<i>Principle of development</i>	
Loss of a family home.	This is addressed in section 8.2 – 8.4 of this report.
The proposal does not adhere with Policy SP2.7 of the Croydon Local Plan 2018.	This is addressed in section 8.2 – 8.4 of this report.
Cumulative impact of flatted developments within the surrounding area.	Each application is assessed on its own merits and cumulatively there is not considered to be a detrimental impact caused by the proposal.
Historic permissions restricting the use of the site for a single dwelling house.	Each application is assessed on its own merits and considered in relation to policies which the LPA assesses application against.
<i>Design and appearance</i>	
Out of keeping with the surrounding area – flats, 3-storey height, density overbearing scale, mass, depth, height and appearance and density. Fails to achieve high quality design	This is addressed in section 8.6 to 8.11 of this report.
This proposal is higher than the approval for a 3 bedroom home on this site.	This is addressed in section 8.6 to 8.11 of this report.
<i>Impact on amenities of neighbouring properties</i>	

Adverse impact on neighbouring properties – loss of privacy, overbearing, visually dominant, outlook, light and noise.	This is addressed in section 8.20 to 8.25 of this report.
<i>Impact of the development on the future occupiers</i>	
Insufficient/poor quality communal and private amenity areas.	
<i>Trees and ecology</i>	
Loss of trees	This is addressed in sections 8.37 of this report.
Submitted ecology report is unclear.	This is addressed in section 8.38 of this report.
<i>Highways and parking</i>	
Inadequate parking provision and impact on the existing highway network.	This is addressed in section 8.26 to 8.30 of this report.
Vehicle access to the site is at risk of accidents.	This is addressed in section 8.26 to 8.30 of this report.
Potential impact of the development during construction on the road network.	This is addressed in section 8.26 to 8.30 of this report.
<i>Other material considerations</i>	
The proposed plans would create flood risk within and surrounding the site.	This is addressed in section 8.36 of this report.
Lack of affordable homes being provided and contrary to paragraph of 59 of the NPPF.	The proposal falls below 10 units and therefore there is no policy requirement to provide affordable housing units. It is considered that the proposed application provides an effective use of the land.
The proposed bin store will not be used and will become an eyesore.	This is speculation, with appropriate facilities provided within the building envelope.
Local transport, schools and health services are already over stretched.	The development will be CIL liable. This is addressed at section 8.40 of this report.
The plans are misleading and describe the proposal as 2 or 3 storeys.	The proposed description of the development is considered to be accurate with the building being two/three storeys.

<i>Procedural or non-material comments</i>	
Why did I not receive a neighbour notification letter?	The application has appropriately consulted with neighbours in line with statutory and council policies and procedures.
The proposal would set a precedent for flatted development.	Each application is judged on its own merits.
Unclear from the proposal who will be responsible for the maintenance of the communal internal/external spaces.	This is not a planning consideration.
Loss of a view.	This is not a planning consideration.
The proposal will only benefit those who financially gain.	This is not a planning consideration.
The proposal does not comply with covenants linked to the site.	This is not a planning consideration.

6.3 The following Councillors made representations:

6.4 Cllr Simon Brew [objecting and referred the application]

- Inadequate parking provision which insufficient details provided as part of the parking stress assessment submitted.
- Inadequacy of local sustainable transport alternatives.
- Lack of daylight and sunlight for future occupiers.
- No affordable housing provided.
- Insufficient waste and recycling capacity for the proposed number of inhabitants.

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

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

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in February 2019. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. 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.

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

7.4 Consolidated London Plan 2015

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.16 Waste net self sufficiency
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture
- 7.21 Woodlands and trees

7.5 Croydon Local Plan 2018

- SP2 - Homes
- SP6.3 - Sustainable Design and Construction
- DM1 - Housing choice for sustainable communities
- SP4 – Urban Design and Local Character
- DM10 - Design and character
- DM13 - Refuse and recycling
- DM16 – Promoting healthy communities
- DM18 - Heritage assets and conservation
- SP6 – Environment and Climate Change
- DM23 - Development and construction
- DM25 – Sustainable drainage systems and reducing floor risk
- SP7 – Green Grid
- DM27 – Biodiversity
- DM28 – Trees
- SP8 – Transport and communications
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

8.0 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Townscape and visual impact
3. Housing quality for future occupiers
4. Residential amenity for neighbours
5. Access and parking
6. Sustainability and environment
7. Trees and Biodiversity
8. Other matters

Principle of Development

8.2 The London Plan and Croydon Local Plan identify appropriate use of land as a material consideration to ensure that opportunities for development are recognised and housing supply optimised. Approximately 30% of future housing supply may be delivered by windfall sites which provide sensitive renewal and intensification of existing residential areas and play an important role in meeting demand in the capital, helping to address overcrowding and affordability issues.

8.3 The site is located within an existing residential area which is in close proximity to Purley District Centre and as such, providing that the proposal respects the character and appearance of the surrounding area and there are no other material impacts, a residential scheme such as this is in principle supported.

8.4 Policies aim for there to be no loss of 3 bedroom homes as originally built, homes under 130m² and that 30% of homes should be family homes (including 2 bed 4 person homes). The existing building on site is a 2 bedroom bungalow with accommodation within the roof space. Although it does fall below 130m², the scheme proposes 3 family units (2 x 3 bedroom units and 1 x 2 bedroom, 4 person units) which equates to 30%, so there is a net uplift in family homes.

8.5 The site is in a suburban setting with a PTAL rating of 4 and as such the London Plan indicates that the density levels ranges of 250-350 habitable rooms per hectare (hr/ha). The proposed density would be significant below this range at 184hr/ha. Regardless, the London Plan states that it is not appropriate to apply these ranges mechanistically, as the density ranges are broad, to enable account to be taken of other factors relevant to optimising potential – such as local context and design.

Townscape and Visual Impact

8.6 The existing dwelling is not statutorily or locally listed and therefore there is no objection to its demolition. The existing dwelling has been extended in a variety of ways with the existing garage also an additional element to the site so the built form spans most of the width of the plot. The extant planning history associated with the site is also relevant, with a two storey detached house approved to replace the existing garages.

8.7 Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys, respecting local character. This application when viewed from the roadside would appear as a two storey building, but is three storeys to the rear due to the level

changes. The site is very individual in its nature, and is one of only two buildings on this side of the road. The proposed design approach is sympathetic to the surrounding area whilst respecting the overall topography of the area (with the ground, and built form, falling to the north and east. The design deals with the constraints of the site whilst maximising the number of units to be provided.



Figure 1: Proposed Front Elevation

- 8.8 Whilst balconies are proposed within the front elevation these are sensitively considered and where possible integrated into the built form. Figure 1, shows the existing built form indicated within a blue line with the extant permission for two storey house shown by the red dashed line where the existing garage is located. At the rear of the site, shown in figure 2, the proposal would be two/three storey owing to the split level approach of the development and utilising the land levels which fall away both west to east and north to south.



Figure 2: Proposed Rear Elevation

- 8.9 The overall appearance of the building is similar to that of the surrounding building, utilising brick and render. Full details associated with the choice of external materials are proposed to be secured via condition.
- 8.10 The application site would continue to provide a hard standing area at the front, for vehicles to park, with a functional, acceptably scaled screened communal area at the rear of the building which would both be internally and externally accessible.
- 8.11 The scheme is considered to be a sensitive intensification of the site which makes the best use of the site, creates a homogenous development, which is of an appropriate scale and that respects the existing character of the wider area.

Housing Quality for Future Occupiers

- 8.12 All the units would comply with requirements set out by the Nationally Described Space Standards (NDSS) in relation to units, bedrooms and floor to ceiling heights. All units would be afforded private amenity spaces, communal space and child play space which adhere with the CLP2018 standards.
- 8.13 The applicants have submitted a daylight and sunlight assessment relating to the proposed future units and amenity areas. The assessment has indicated that all internal units, bar flat 2 meet the BRE guidance. Although this unit does not meet the BRE guidance, taking into account its oversized nature, large private amenity space and access to a large communal area on balance this is considered acceptable.
- 8.14 The proposed building would have internal access through to the communal area as well as externally from the building. A child play space is shown to be provided within the communal garden space (which can be secured by condition). The block plan has indicated an indicative landscaping scheme to ensure that there is a clear definition between private and communal spaces, and that the amenities of the lower ground floor units are protected. A detailed landscaping scheme is proposed to be secured by condition.
- 8.15 In terms of accessibility, level access would be provided solely to unit 5, due to the topography of the site. The London Plan states that developments of four stories or less require disabled unit provisions to be applied flexibly to ensure that the development is deliverable. As such unit 5 shall be secured as being fully compliant with M4(2). All other units internally should be M4 (2). This can be secured by condition.
- 8.16 The development is considered to result in a high quality development including 2 x 3 bedroom family units and one smaller family units as well as all units having acceptable private/communal amenities and capacity to provide child playspace which overall provide a good standard of accommodation for future occupiers.

Residential Amenity for Neighbours

- 8.17 The properties that have the potential to be most affected are the adjoining occupiers at 1 and 2 The Close, 12 Dale Road and 1 Olden Lane, as indicated within the figure 3.



Figure 3: Existing (Left) and Proposed (Right) Block Plans

12 Dale Road

- 8.18 There would be an approximate separation of 34 metres between the proposed building and the rear elevation of this adjoining occupier. Owing to this significant separation between the built forms and existing mature landscaping, overall the proposal is not considered to impact upon the amenities of this adjoining occupiers, even taking the topography into account.

1 and 2 the Close

- 8.19 To the rear of the site, are 1 and 2 the Close, which are set well below Olden Lane. There is existing mutual overlooking between the existing bungalow and these adjoining occupiers which are reasonably separated, with a row of mature trees located along the boundary between the properties. Whilst the proposal would intensify the use of the site, the buildings would continue to be separated by over 20 metres, overlooking mitigated by the existing trees, as well these adjoining occupiers being located north of the site. Additionally the buildings are not directly behind the proposed rear elevation and so any overlooking of windows would be at an angle. DM10 protects the first 10m of private amenity space from overlooking; as the rear elevation would be some 11m from the rear boundary, this impact is considered acceptable. Overall it is therefore considered that the amenities of these adjoining occupiers would not be detrimentally impacted.

1 Olden Lane

- 8.20 Land levels drop towards this adjoining occupiers, with two large yew trees located adjacent to the boundary with the site. The proposed building would be separated by 15 metres from this adjoining occupier. Taking into account the separation distances and large mature trees which would screen any overlooking from the proposed

development as well as the orientation of this adjoining occupier, overall the proposal is not considered to detrimentally impact the amenities of the neighbour.

- 8.21 Whilst windows are located within the eastern elevation facing this adjoining occupier, these are secondary in nature and would be controlled via condition accordingly to ensure that these are non-opening and obscured glazed up to 1.7 metres from the internal floor height to restrict overlooking and protect the amenity of this adjoining occupier.

The properties opposite on Olden Lane

- 8.22 There is an approximate 18 metre separation between the buildings, located across a road and at a lower land level. This proposal does not create an unusual relationship in this regards, which is similar relationship scene throughout the local area and across the borough. Therefore, overall there is not considered to be a detrimental impact upon the amenities of the adjoining occupiers located directly opposite.
- 8.23 Given that the proposal is for a residential use in a residential area the proposed development would not result in undue noise, light or air pollution from an increased number of occupants on the site. Subject to conditions the proposed development is not visually intrusive and would not result in a loss of privacy.

Access and Parking

- 8.24 The site falls within a PTAL of 4, with access to public transport considered to be good within the local area. Whilst the topography of the site and surrounding area is acknowledged, it is between 600 - 700 metres walking distance from Purley District Centre with all of its amenities and the Train Station. A number of bus services are also noted to be located within walking distance of the site.
- 8.25 The London Plan and Policy DM30 of CLP2018 sets out that maximum car parking standards for residential developments based on public transport accessibility levels and local character. 1-2 bedroom units should provide a maximum of less than 1 space per unit and 3 bedroom units up to 1.5 spaces per unit. Policy DM30 also states that in areas of good public transport (PTAL 4 and above) the impact of car parking in any development should be reduced. The proposal would provide 4 parking space for 8 units.
- 8.26 The submitted transport statement, has set out that based on the 2011 Census alongside the relevant policies, it would be expected that a development of this nature and unit mix would create the need for four parking spaces. Overall, taking into account the sites access to a number of sustainable transport methods, in a good PTAL area and based upon the relevant data relating to vehicle ownership, overall the parking provision is considered to be acceptable and supported.
- 8.27 The amount of traffic or vehicle movements which the scheme is likely to generate is considered to be low, with the need for four vehicles, resulting in an insignificant amount of additional traffic on the local road network. The layout of the forecourt allows for vehicles to enter and exit in first gear, provide acceptable pedestrian visibility splays and sight lines from the site. Whilst the concerns in relation to the potential impact of additional pollution are understood due to a potential increase in road movements, given the low level of vehicle movements, overall the proposal is considered acceptable.

- 8.28 In compliance with the London Plan, electric vehicle charging points are proposed to be installed in the parking area and this can be secured by way of a condition.
- 8.29 Cycle storage facilities would comply with the London Plan (which would require 13 spaces). The cycles would be stored in a purpose built timber structure to the rear, which would be accessible externally via a cycle ramp. This is considered an appropriate approach to provide these facilities, without the need for a large structure which could potentially dominate the character and appearance of the area to be constructed at the front of the site.
- 8.30 The refuse store is located within the building envelope, screening these from the wider area. This approach is supported and is of an acceptable scale to ensure that the requirements of all future occupiers can be accommodated within this area. This has been amended during the course of the application to provide a greater opening, which would allow for improved access.
- 8.31 Taking into account the sites location within a residential area, a Construction Management Plan (CMP) will be required via condition. This condition would require a CMP to be submitted and approved prior to the commencement of any works on site.

Environment and sustainability

- 8.32 Conditions can be attached to ensure that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 litres or less per head per day.
- 8.33 The applicants have submitted a Flood Risk Assessment (FRA) which has reviewed the existing on-site scenario and proposed a number of mitigation methods. These include the use of permeable materials and soft landscaping to reduce on and off site flood risk. The FRA has clearly stated that the mitigation methods set out (and proposed to be secured via condition) would reduce on and off-site flood risk in comparison to the existing situation.

Trees and Biodiversity

- 8.34 The proposal has been assessed in relation to its impact upon existing tree specimens both on-site and off-site, taking note of the existing Yew Tree protected by way of TPO within 1 Olden Lane's garden. Having assessed the proposed detail, given the land level changes between property boundaries, there are no arboricultural concerns related to the proposal, with the tree protection measures proposed considered acceptable.
- 8.35 A phase 1 habitat survey has been provided with the proposal detailing that the site is of little ecological value, with the potential for roosting bats negligible. Mitigation methods have been proposed relative to the scale of the development whilst encouraging biodiversity by the way of bird boxes and invertebrate houses being introduced on site (this can be secured by condition).

Other matters

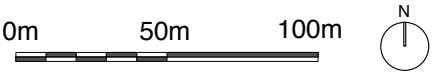
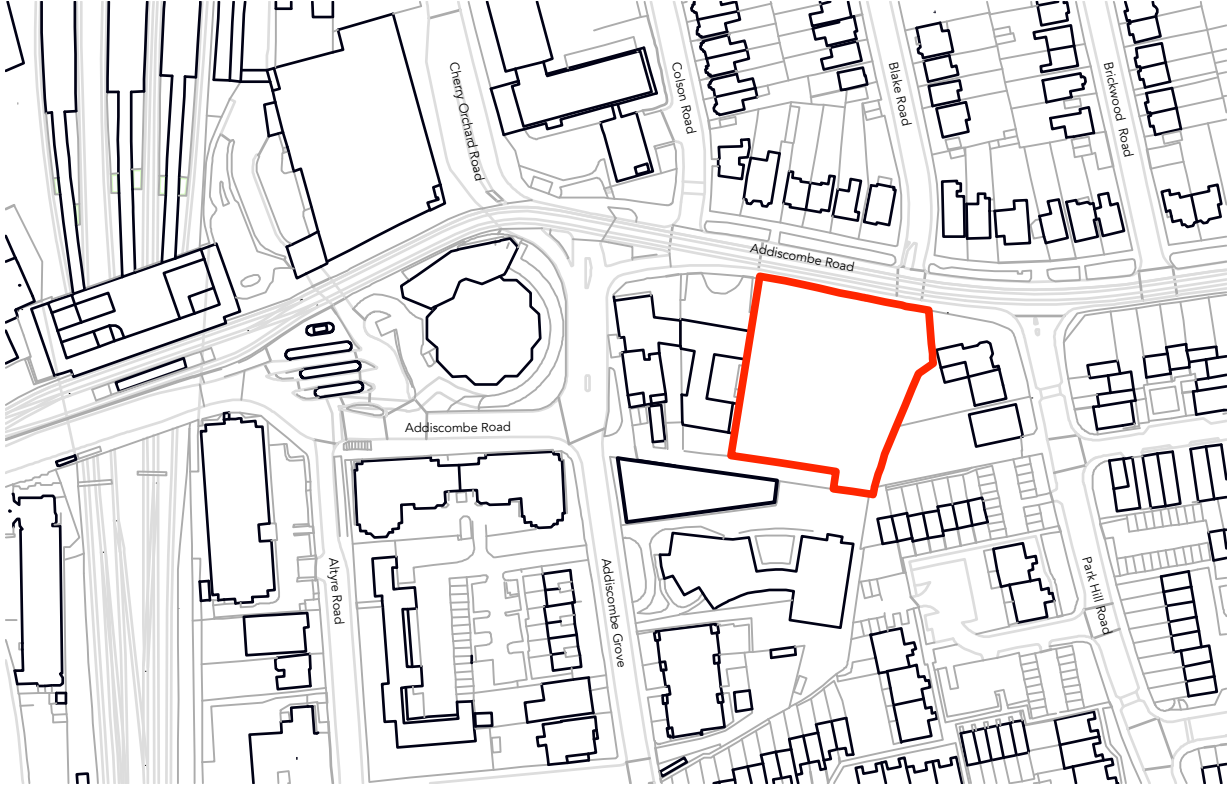
8.36 Representations have raised concerns that local services will be unable to cope with additional residents moving into the area. The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

Conclusion

8.37 The principle of development is considered acceptable within this area. The design of the scheme is of an acceptable standard and would not harm the visual amenities of the area or adjoining occupiers. The proposed impact on the highway network and parking provision is acceptable, having taken into consideration the existing situation within the surrounding area and its location in close proximity to Purley. The proposal is therefore overall considered to be in accordance with the relevant policies.

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

Existing - Site Location Plan



This drawing is to be read in conjunction with drawings prepared by the architects, structural engineers and service consultants and all other relevant details and information.

Any queries or discrepancies must be reported immediately to the architect.

Do not scale: use figured dimensions only.

All dimensions must be verified by the main contractor before the commencement on site of any item of work or the preparation of shop drawings for their own work or that of sub-contractor or suppliers.

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PLANNING



30-38 Addiscombe Road, Croydon

Drawing title
Existing - Site Location Plan

Date	drawn by	checked	Parcel
12/12/18	SP	MSM	
Scale	Rev.		
1:2500@A4	A		

Drawing number: **1328-GSA-A1-XX-DR-A-1000**

architecture master planning urban design

Gardner Stewart Architects
176 Blackfriars Road, London SE1 8ET
T: 020 7620 6255
E: info@gsa-studios.com
W: www.gsa-studios.com



Agenda Item 5.3

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PART 5: Planning Applications for Decision

Item 5.3

1 APPLICATION DETAILS

Ref: 18/06102/FUL
 Location: 30-38 Addiscombe Road, Croydon, CR0 5PE
 Ward: Addiscombe West
 Description: Redevelopment of the site to provide 137 residential units across an 8 and 18 storey building with associated landscaping and access arrangements
 Drawing Nos: See Appendix 2
 Applicant: L&Q Group
 Agent: Indigo Planning
 Case Officer: Chris Stacey

	1B1P	1B2P	2B3P	2B4P	3B5P	TOTAL
AFFORDABLE RENT	0	10	8	9	6	33
INTERMEDIATE	0	9	12	8	6	35
PRIVATE	8	21	19	15	6	69
TOTAL	8	40	39	32	18	137

Number of car parking spaces	Number of cycle parking spaces
5 (blue badge)	Long stay 212 / Short stay 4

1.1 This application is being reported to Planning Committee because objections above the threshold in the Committee Consideration Criteria have been received and because the three Ward Councillors for Addiscombe West (Cllr Fitzpatrick, Cllr Fitzsimons and Cllr Hay-Justice) made representations in accordance with the Committee Consideration Criteria and requested Planning Committee consideration.

2 BACKGROUND

2.1 This scheme was presented to this Committee at pre-application stage on 27th September 2018. The following comments were raised:

- Whilst 50% affordable housing was welcomed, the affordable split could be improved with a greater quantum of affordable rented units being provided through changes to the internal layouts and core arrangements
- The site is edge of centre and the materials and overall design should reflect this, having a greater relationship with the site's immediate area and moving away from the more 'corporate' look of the town centre
- The visual link through the building was welcomed but required further development as did the inactive frontage
- No.1 Croydon is an important landmark and the scheme should not negatively impact it; the further work on the view studies was welcomed

- The importance of the relationship with neighbours was noted, particularly in regard of daylight/sunlight and microclimate
- Particular attention should be paid to the quality of accommodation including the usability of the roof terrace, amenity space and balconies
- The landscaping needed further work and it was also queried whether the forecourt could provide more public benefits
- The site is well connected and should have a low level of car parking and include car club provision

2.2 The scheme was presented to the Place Review Panel on 16th August 2018. The Panel applauded the level of affordable housing and agreed that the site definitely has the potential to accommodate additional development to the consented scheme and that the current scheme has some merit. They felt that the site is an important gateway to the town centre and therefore significant further design development was required. The Panel had the following observations/recommendations:

- Development requires its own unique and coherent architectural character
- It needs to mediate the transition between the tall building zone and the neighbouring suburban context and the mansion block could benefit from being reduced in height for greater visual distinction between it and the tower
- Western facing flats of the first 6 storeys would have poor outlook and daylight
- Public realm and communal amenity space requires significant enhancement
- Ground floors require additional activation including a visual link through the building
- North facing single aspect flats and north facing balconies are not supported
- Form of the tower should be altered to provide more design interest and reduce overshadowing and further refinement to the balcony design
- Southern entrance to the site and buildings should be enhanced

2.3 The scheme has been amended since the Committee and PRP sessions and has sought to overcome the issues raised above.

3 SUMMARY OF KEY REASONS FOR RECOMMENDATION

3.1 This is an application to erect a building comprising two conjoined blocks, one of 8 storeys and one of 18 storeys, arranged in an L-shaped form, housing a total of 137 residential units.

3.2 The application site has previously been in use for residential purposes, has two extant permissions for residential development and has been allocated in the Croydon Local Plan (2018) for residential use. As such the principle of a wholly residential use is acceptable and would contribute towards meeting the Council's housing targets.

3.3 The proposed housing tenure and mix, including the provision of 52.8% affordable housing (by habitable room) is acceptable and overall would broadly comply with both the policies of the London Plan (2016) and the Croydon Local Plan (2018).

3.4 The design and appearance of the scheme responds positively to its surrounding context, suitably transitioning between the high-rise buildings to the west and the low-rise buildings to the east, would feature high quality materials and detailing and would thus be acceptable.

- 3.5 The proposal would, on balance, have an acceptable impact on the residential amenity of surrounding occupiers, both in terms of daylight and sunlight levels and privacy for existing surrounding residents.
- 3.6 The standard of residential accommodation would be acceptable, as all units would meet the Nationally Described Space Standards (NDSS), would have sufficient private amenity space and access to sufficient communal amenity and child play space. All units would have an acceptable level of access to light and outlook.
- 3.7 The proposed tree retention, planting and landscaping strategies for the site would create three high quality communal spaces and is deemed to be acceptable.
- 3.8 The proposal complies with the London Plan (2016) energy hierarchy, would provide a carbon offsetting payment to meet the Mayor's requirement for all new homes to be zero carbon, proposes an on-site communal heating system, and has been designed to connect to the proposed district heating network.
- 3.9 Sufficient disabled car parking and cycle parking has been proposed, and it is not considered that the proposal would have an adverse impact upon either the capacity or safety of the local transport network.
- 3.10 Suitable planning obligations and conditions have been recommended in order to ensure that the proposed development does not have an adverse impact upon either air quality or the risk of flooding.

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 52.8% affordable housing as well as an early viability review;
 - b) Carbon offset payment (currently estimated at £183,960)
 - c) Future connection to the planned district heating network;
 - d) Town centre public transport improvements contribution of £111,000;
 - e) Air quality mitigation contribution of £13,700;
 - f) The provision of two car club bays (with one being initially provided with passive provision for the second) and membership of a car club, as well as a Traffic Management Order (TMO) fee towards signage and road markings, and £2,500 towards the provision of electric vehicle charging points (EVCP);
 - g) Restriction on future residents obtaining car-parking permits;
 - h) Provision of a travel plan, including a travel plan monitoring contribution of £1,750;
 - i) S.278 works on Addiscombe Road;
 - j) Skills, training and employment strategy and a contribution towards training of £80,000
 - k) Monitoring fees totalling £11,500;
 - l) 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 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) Implemented in accordance with drawings
- 2) Submission of a detailed construction methodology and environmental management plan
- 3) Evidence of correspondence from Thames Water to demonstrate their agreement to the proposed point of connection and discharge rate
- 4) Further details of facing materials and key façade elements to be submitted
- 5) Further details of landscaping, boundary treatments, child play areas / communal amenity areas and wind mitigation measures, as well as a maintenance/management plan, to be submitted
- 6) Further details of ecological enhancement measures to be submitted
- 7) Site investigation to be carried out and validation report detailing remediation measures to be submitted
- 8) Submission of a façade maintenance and cleaning strategy
- 9) Further details of vehicular access enforcement signage and strategy to be submitted
- 10) Further details of active and passive electric vehicle charging points (EVCP) to be submitted
- 11) Submission of a detailed delivery and servicing plan
- 12) Sustainable development carbon reduction to be met and details of proposed PV panels to be submitted
- 13) No properties to be occupied until all water network upgrades have been completed
- 14) Development to achieve 'Secured by Design' accreditation
- 15) Bicycle and bin stores to be provided prior to first occupation of development
- 16) 10% of units to meet Part M4(3), with remaining units to meet Part M4(2)
- 17) Water efficiency targets to be met
- 18) Implemented in accordance with tree protection measures
- 19) Noise from any air handling units, mechanical plant, or any other fixed external mechanical to be at least 10dB below existing background noise levels
- 20) Implemented in accordance with the recommendations of the noise and vibration assessment
- 21) Implemented in accordance with the recommendations of the external artificial lighting report
- 22) Implemented in accordance with the recommendations of the air quality assessment
- 23) Implemented in accordance with the recommendations of the pedestrian microclimate wind tunnel study
- 24) 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) Council's 'Construction Code of Practice 2015' and the Mayor of London's 'Control of Dust and Emissions During Construction and Demolition' SPG 2014
- 2) Thames Water informatives
- 3) Subject to legal agreement
- 4) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

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.

5 SITE LOCATION AND PROPOSAL DETAILS

Site and Surroundings

- 5.1 The site lies at the eastern edge of Central Croydon, falling just outside of the Croydon Metropolitan Centre boundary, but just inside of the Croydon Opportunity Area and the 'Office Retention Area' boundary. The site has a public transport accessibility level (PTAL) of 6b, which represents the highest level of access to public transport services, as a result of the fact that the site lies less than 250m to the east of East Croydon Station.
- 5.2 The site covers an almost rectangular parcel of land of approximately 0.35ha and is currently cleared and vacant, aside from a Holm Oak tree in its south east corner, which is protected by a Tree Protection Order (TPO). The site fronts onto Addiscombe Road which is a single carriageway local distributor road served by the Croydon Tramlink and a number of bus routes. An un-adopted access lane serves the rear, providing direct access onto Addiscombe Grove.
- 5.3 The site is allocated within the Croydon Local Plan (2018) (Ref No. 174) for residential development of between 49 and 141 homes. The front portion of the site is also included within a Local Designated View of No.1 Croydon (from Addiscombe Road by Sandilands tram stop).



Fig.1 – Aerial photo of surrounding area indicating the application site

- 5.4 The surrounding area is diverse in character, due to its 'edge of centre' location, featuring a wide variety of buildings; including single storey detached bungalows and two storey detached and semi-detached houses to the north, four storey blocks of flats to the east, two storey terraced houses and a single/two storey church to the south as well as an under construction twenty-one storey block of flats and both a five/six storey office building and eight storey hotel to the west.
- 5.5 The site does not fall within a conservation area nor an Archaeological Priority Area, nor sits in close proximity to any statutory listed buildings, with the only nearby locally listed building being No.1 Croydon to the west of the site. The site sits within Flood Risk Zone 1 (and thus is considered to be at a low risk of fluvial flooding); whilst the site itself is at a low risk of flooding from surface water, parts of Addiscombe Road are at a high risk of flooding from surface water.

Proposal

- 5.6 The proposal is to erect a building comprising two conjoined blocks, one of 8 storeys, and one of 18 storeys, arranged in an L-shaped form, housing a total of 137 residential units. The 8 storey block would sit at the front of the site and would provide a total of 67 flats in the form of 10 one-bed flats, 39 two-bed flats, and 18 three-bed flats, whilst the 18 storey block would sit at the rear and provide a total of 70 flats in the form of 38 one-bed flats and 32 two-bed flats.



Fig.2 – Aerial view of the proposal looking south-west

- 5.7 A courtyard to the front, which would also accommodate the servicing needs of the development, is proposed along with a large communal garden to the rear which would centre on the retained Holm Oak tree and include a child play area. A large rooftop communal terrace is also proposed atop the 8 storey block at the front. To the rear 5 disabled car parking spaces are proposed which would be accessed from Addiscombe Grove via the rear access lane.

Planning History

- 5.8 The following planning decisions are relevant to the application:

Application Site:

LBC Ref 92/02355/P – Erection of a four and five storey building comprising 36 flats.
Permission granted January 1993, not implemented.

LBC Ref 97/02323/P – Erection of a four and five storey building comprising 36 flats.
Permission granted August 1999, implemented and extant.

LBC Ref 16/02864/P – Erection of a five/six storey building comprising 61 flats.
Permission granted October 2017, extant.

LBC Ref 18/05225/ENV – Environmental Impact Screening Request for an eight/eighteen storey building comprising 137 flats.
Environmental Impact Assessment not required.

28-30 Addiscombe Grove (visible to the rear of the proposal in Fig.2):

LBC Ref 17/02680/FUL – Demolition of existing buildings including parking garage and redevelopment of the sites for a part 9, 20 and 21 storey building comprising 153 residential dwellings (Class C3) and a single storey sub-station; hard and soft landscaping, cycle and car parking facilities; plant areas and other ancillary works.
Permission granted February 2018, under construction.

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 (GLA) (Statutory Consultee)

6.3 The GLA (referred due to it being over 30m in height) made the following comments:

- The principle of intensifying the residential use of the site previously established by the extant planning permission is strongly supported.
- The provision of 52% affordable housing comprising 48% affordable rent units and 52% intermediate units with grant is welcomed. The commitment to a without grant provision of 35% affordable housing by habitable room at a compliant tenure split qualifies the scheme for the 'Fast Track Route'. The applicant should provide details of the affordability of the units, with reference to London Affordable Rent and London Shared Ownership [*OFFICER COMMENT: This information has subsequently been submitted and is acceptable*].
- The design approach is generally appropriate and supported. Some residential quality issues should be resolved [*OFFICER COMMENT: Residential quality issues are further discussed in the 'Quality of Living Environment for Future Occupiers' section of this report and are acceptable*].
- Wheelchair accessible unit locations should be confirmed and spread across unit sizes and tenures [*OFFICER COMMENT: This information has subsequently been submitted and is acceptable*].
- Further details are required with respect to SUDs. Consideration should be given to water harvesting and details of green/blue roof should be provided [*OFFICER COMMENT: This information has subsequently been submitted and is acceptable*].
- District heating should be investigated with Croydon Council as on-site CHP is not supported. Additional information should be provided on the use of PVs. The overheating analysis provided should be revisited [*OFFICER COMMENT: The applicant has subsequently committed to an alternative communal heating system to CHP and additional information relating to PVs and overheating has subsequently been submitted and is acceptable*].
- Pedestrian and cycle access review to be carried out in accordance with 'Healthy Streets' indicators; demonstration of additional Blue Badge car parking and provision of EVCPs; detailed DSP and CLP to be secured by condition; public

transport contribution of £111,000 and Framework Travel Plan to be secured by S.106 [*OFFICER COMMENT: Further information has subsequently been submitted and is acceptable, and the necessary conditions and S.106 contributions will be imposed/secured in the event planning permission is granted*]

Lead Local Flood Authority (Statutory Consultee)

- 6.4 No objection subject to a pre-commencement condition requiring the submission of evidence of correspondence from Thames Water to demonstrate their agreement to the proposed point of connection and discharge rate [*OFFICER COMMENT: A condition is recommended*].

Transport for London (TFL) (Statutory Consultee)

- 6.5 TFL made the following comments:

- The proposals are broadly compliant with the transport policies of the draft New London Plan.
- The applicant has demonstrated that pedestrian and cycling routes from the site to key destinations are in good condition.
- Given the car free nature of the development, it is considered that there will be no significant impact on the TLRN, and the additional trips created on public transport will have an immaterial impact on local capacity, with any impact being mitigated through a S.106 contribution.
- Acceptable level of Blue Badge car parking and cycle parking.
- Swept path analysis demonstrates that vehicles servicing the development will be able to enter and leave the site in a forward gear, which is welcomed. To minimise impacts to the Croydon Tramlink along Addiscombe Road TFL requests that an exit/entry arrangement is strictly enforced.
- TFL has reviewed the draft delivery and servicing plan (DSP), draft construction methodology and environmental management plan (CEMP) and framework travel plan, which are acceptable and should be secured via condition/S.106 respectively.
- TFL expects a contribution of £111,000 towards public transport improvements within the town centre to be secured via the S.106 agreement.

[*OFFICER COMMENT: The necessary conditions and S.106 contributions will be imposed/secured in the event planning permission is granted*]

Crime Prevention Officer

- 6.6 The proposed development is suitable to achieve 'Secured by Design' accreditation, and as such a 'Secured by Design' condition should be attached to ensure that the development follows the principles and physical security requirements of 'Secured by Design' [*OFFICER COMMENT: A condition is recommended*].

Thames Water

6.7 Thames Water made the following comments:

- With regard to the waste water network and waste water process infrastructure capacity, Thames Water have no objection.
- An informative stating the necessity for the applicant to obtain a Groundwater Risk Management Permit should be included on the decision notice in the event planning permission is granted.
- Thames Water has identified an inability of the existing water network infrastructure to accommodate the needs of this development and has requested a condition that restricts the first occupation of the proposed development until such time that the necessary works have been undertaken [*OFFICER COMMENT: The applicant has subsequently provided evidence that they have been in discussions with Thames Water to ensure that the necessary upgrades are made in time for first occupation and have committed to underwriting Thames Water's costs for such works ahead of planning permission being granted*].

7 LOCAL REPRESENTATION

7.1 A total of 44 neighbouring properties were notified about the application and invited to comment and the application was also advertised by site notice and 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: 32 Objecting: 32 Supporting: 0

No of petitions received: 0

7.2 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

- The proposal is an overdevelopment of the site and the height is not in keeping with its surroundings
- The design is of poor quality
- Loss of daylight and sunlight to surrounding properties
- Overlooking and loss of privacy
- Impact on parking and safety of local highway network
- Insufficient public transport capacity to support proposal
- Detrimental impact on trees
- Noise, disruption and pollution impacts during construction
- No commercial floor space has been proposed at ground floor level
- The proposal is not family friendly and would cause social problems to the detriment of the local area
- The proposal will cause subsidence and thus damage to surrounding properties
- Insufficient capacity of local doctor's surgeries and schools [*OFFICER COMMENT: The proposed development would be CIL liable and would thus contribute towards such infrastructure.*]

- No environmental impact assessment has been submitted [*OFFICER COMMENT: A screening request was submitted by the applicant (18/05225/ENV) and the Council concluded in accordance with the relevant legislation that an Environmental Impact Assessment for this proposal is not required.*]

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

- The proposed development will have an adverse impact on property prices [*OFFICER COMMENT: Property value is not a material planning consideration.*]

7.4 The three Ward Councillors for Addiscombe West (Cllr Fitzpatrick, Cllr Fitzsimons and Cllr Hay-Justice) requested that the application be heard at planning committee and objected to the application on the following grounds:

- Height and massing is significantly greater than the adjacent buildings and those opposite
- Causes a significant reduction in the daylight and sunlight available to the properties opposite
- Roof garden in the front block would result in the properties opposite and their rear gardens being overlooked
- Not located on a brownfield site, but on a former residential property and its garden and as such constitutes enormous overdevelopment
- Proposed tall building would create a poor microclimate
- Parking provision

Notwithstanding Cllr Fitzsimons overall objection to the application, support for the application on the following grounds was also raised:

- Level of affordable housing proposed
- Level of care taken not to obscure the view of No.1 Croydon from along Addiscombe Road
- Provision of an off-site car club bay

8 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 Croydon Local Plan (2018), Mayor's London Plan (2016) and the South London Waste Plan (2012). Details of the relevant policies and guidance notes are attached in

8.1 Appendix 1.

National Guidance

8.2 Government guidance is contained in the National Planning Policy Framework (NPPF), revised in February 2019. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Delivering a sufficient supply of homes;
- Promoting healthy and safe communities;
- Promoting sustainable transport;
- Making effective use of land;
- Achieving well-designed places.

Development Plan

8.3 The Development Plan comprises the London Plan 2016, the Croydon Local Plan 2018, and the South London Waste Plan 2012.

8.4 A replacement Draft London Plan has been subject to public consultation, and Examination in Public commenced in January 2019. The current 2016 London Plan is still the adopted Development Plan, and although the Draft London Plan is a material consideration in planning decisions at present it carries limited weight.

8.5 The Croydon Opportunity Area Planning Framework (COAPF) was adopted on the 22nd April 2013 as a supplementary planning document to the CLP and is of relevance.

9 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of the Development
2. Housing Tenure, Mix and Density
3. Design and Appearance
4. Impact on Surrounding Occupiers
5. Quality of Living Environment for Future Occupiers
6. Trees, Landscaping, Biodiversity and Sustainability
7. Transport, Parking and Highways
8. Other Planning Issues

Principle of the Development

9.2 Whilst the site falls within the 'Office Retention Area' the site has no history of office uses and has been allocated within the CLP (Ref. no 174) for solely residential development of between 49 and 141 homes in order to help meet the need for new homes in the borough. Furthermore the site's previous use was for a residential use and it also benefits from two extant permissions (LBC Ref 97/02323/P and 16/02864/P) both of which are solely for residential uses. Given the above and the Council's strategic housing target which is to deliver a minimum of 32,890 new homes over the plan period, the principle of a wholly residential use is acceptable.

Housing Tenure, Mix and Density

- 9.3 Policy requires the Council to seek a minimum of 30% affordable housing, but negotiate to achieve up to 50% affordable housing (subject to viability), and seek a 60:40 split between affordable rented homes and intermediate homes. The Mayor of London's Affordable Housing and Viability SPG states that where developments meet or exceed 35% affordable housing without public subsidy (subject to the tenure mix being to the satisfaction of both the LPA and GLA), such schemes can follow the 'fast track route', whereby they are not required to submit viability information and will only be subject to an early viability review.
- 9.4 The proposed scheme seeks to provide 68 affordable homes which represents 52.8% of the total housing proposed by habitable room at a split of 48.2% affordable rented against 51.8% intermediate housing by habitable room. London Shared Ownership units form the intermediate provision, whilst London Affordable Rent units (a low cost rented product supported by the Mayor of London based on social rent levels which are considerably lower than typical affordable rent levels, which can be set at up to 80% of market rent) form the affordable rented provision.

	Market	Affordable	
		London Shared Ownership	London Affordable Rent
Units	69	35	33
<i>As a %</i>	50.4%	25.5%	24.1%
Habitable Rooms	176	102	95
<i>As a %</i>	47.2%	27.3%	25.5%

Fig. 3 Proposed tenure split

- 9.5 The proposed affordable housing offer of 52.8% is substantially greater than that secured under both of the extant consents which is 0% for the 1999 permission (LBC Ref 97/02323/P) and 21% (comprising of 13 homes at a split of 61.5% affordable rented against 38.5% intermediate housing) for the 2017 permission (LBC Ref 16/02864/P), both of which represent realistic fall-back positions.
- 9.6 Whilst the proposed tenure split differs from that set out in policy SP2.4 (with a greater proportion of shared ownership units being proposed) given that the overall quantum of affordable housing is considerably in excess of the minimum level set out in policy SP2.5, with the affordable rented units being proposed at London Affordable Rent levels, on balance the tenure split proposed is acceptable. Furthermore the applicant has submitted a viability assessment to demonstrate that it would not be viable to propose this quantum of affordable housing at the 60:40 tenure split and that the proposed offer has sought to balance the competing demands of maximising the affordable housing quantum at the same time as maximising the level of affordable rented units and their affordability. The submitted viability assessment has been independently reviewed on behalf of the Council, with this exercise determining that

the conclusions reached by the applicant's assessment are valid and the inputs accurate.

9.7 The applicant's affordable housing offer comprises in part a public subsidy (in the form of grant). However the applicant has demonstrated that a 35% affordable housing offer could have still been provided without grant, meaning that the scheme is eligible for the 'Fast Track Route'. As such, an early viability review would be secured as part of the S.106 agreement which would be triggered in the event that an agreed level of progress was not made within two years.

9.8 As the site sits within a 'central setting' with a PTAL of 6b and within the 'New Town and East Croydon' character area (as defined by the COAPF), major proposals in this location are required to provide a minimum of 10% three-bed units. As outlined by Fig.4 below, the proposal provides a total of 13.1% three-bed units which is in excess of the policy requirement. Furthermore the highest proportion (within its respective tenure) of three-bed units is within the affordable rent tenure which is welcomed. The remaining mix of units proposed throughout the scheme is acceptable and would provide a broad range of unit sizes.

	Affordable Rent	Intermediate	Market	Total
1b1p	0	0	8	8
<i>As a %</i>	<i>0</i>	<i>0</i>	<i>11.5</i>	<i>6</i>
1b2p	10	9	21	40
<i>As a %</i>	<i>30.5</i>	<i>25.5</i>	<i>30.5</i>	<i>29</i>
2b3p	8	12	19	39
<i>As a %</i>	<i>24</i>	<i>34.5</i>	<i>27.5</i>	<i>28.5</i>
2b4p	9	8	15	32
<i>As a %</i>	<i>27.3</i>	<i>23</i>	<i>22</i>	<i>23.4</i>
3b5p	6	6	6	18
<i>As a %</i>	<i>18.2</i>	<i>17</i>	<i>8.5</i>	<i>13.1</i>
Total	33	35	69	137

Fig. 4 Proposed mix by tenure

9.9 In accordance with Table 3.2 of the London Plan (2016) the proposed site falls within a 'central' setting given that it sits within 800m of Croydon Metropolitan Centre. Given that the PTAL rating for the site is 6b, the density matrix outlines that a suitable density is between 650-1100 habitable rooms per hectare (hr/ha). The density of the proposed scheme is 1066 hr/ha which is within the recommended density range. It is acknowledged the density matrix is being removed from the New London Plan, but in this instance is worth presenting to members as it was always intended for Mayoral

referable schemes such as this, as opposed to smaller suburban development. It should also be noted that the total number of residential units proposed (137) is within the range of units specified for this site (49-141) through the site allocation.

Design and Appearance

Layout

- 9.10 The layout features two conjoined blocks arranged in an L-shaped form with areas of landscaping to both the front and rear. The front linear block provides a continuous frontage to Addiscombe Road with its front building line set back from the street taking reference from the building lines of 2 Park Hill Road and the 'Easy Hotel' building. The rear block which is square in form has been located in the south-west corner to respect both the Local Designated View of No.1 Croydon from Addiscombe Road by Sandilands tram stop, as well as the existing Holm Oak tree in the south-east corner. The overall layout is well considered and would give the scheme a well-defined street presence, and would relate well to the existing surrounding development pattern, whilst allowing for a generous communal garden in the south east corner.



Fig.5 – Proposed site plan

- 9.11 The building features two cores, both of which feature their primary access from the front elevation (Addiscombe Road), with a secondary access being provided to both from the rear communal garden. A visual link through 'Core 2' enabling direct views from the front courtyard through the building to the rear communal garden further assists in activating the ground floor of the front elevation. Despite the requirement for a number of servicing aspects (such as refuse stores) to have entrances on the front elevation, the siting of the main entrances with large lobby spaces, provision of a visual link through to the communal garden and siting of apartments on the east and west corners, allow the majority of the frontage to Addiscombe Road to be active.

Height, Scale and Massing

- 9.12 The site is in a transition area for tall buildings, being in the 'Edge Area' of the Croydon Opportunity Area where tall buildings can be acceptable. The immediate surroundings of the site are diverse in character, featuring a wide variety of buildings ranging from single storey dwellings through to high rise residential and office buildings which are in excess of 20 storeys. In order to respond to this diverse context and provide a building which suitably transitions between its highly varied surroundings, a stepped approach to the distribution of massing has been employed. This approach has resulted in the front block being 8 storeys in height, with a rear block of 18 storeys.
- 9.13 The 8 storey front block has been designed in the form of a mansion block and is of a similar height to the 'Easy Hotel' building which sits to the west. Whilst this results in a building which is taller than both of its immediately adjoining neighbours (Go-Ahead House to the west is 5 storeys and 2 Park Hill Road to the east is 4 storeys), when this building is viewed within its wider context, which includes No.1 Croydon (which is 24 storeys) and properties between St Clair's Road and Addiscombe Road (which are 2 and 3 storeys), a building of 8 storeys in height is considered to be appropriate as it successfully mediates between the diverse townscapes to the east and west. Furthermore given the building's set back from the street, the overall width of Addiscombe Road (which includes a generous strip of vegetation featuring mature trees and a wide pavement on its north side), and the fact that properties on the north side of Addiscombe Road are set back, the proposed height of the mansion block is considered to have an acceptable visual relationship with the properties on the north side of Addiscombe Road which are between 1 and 3 storeys in height.
- 9.14 The 18 storey rear block, behind the mansion block, sits directly to the north-east of the under construction 'Pocket Living' development at 28-30 Addiscombe Grove which is 21 storeys. The proposed location of the taller element of the building to the rear, whilst not conventional, is considered in this instance to be successful as it mediates between the height of the mansion block (which has been designed to respond to the site's lower context to its north and east) and the adjacent 'Pocket Living' development as well as other taller buildings located further to the west. As demonstrated through the CGI's and verified views, the taller block's site positioning and notable set back from Addiscombe Road would not result in it having an overbearing nor dominant presence, therefore ensuring that it has an acceptable visual relationship.



Fig.6 – Aerial view of the proposal looking north-west

Impact on Local Designated View

9.15 The layout and massing has been strongly influenced by the desire to protect the Local Designated View of No.1 Croydon (which is a locally listed building). Alongside testing the aforementioned viewpoint the applicant has also undertaken a detailed study of the kinetic view along Addicombe Road when travelling from Sandilands tram stop to No.1 Croydon (comprising of a total of 20 viewpoints). The results of this study have established that the proposal does not interact with No.1 Croydon within the majority of these views. More importantly when the scheme is viewed from the viewpoint of the Local Designated View, the proposal would not obscure or overlap with No.1 Croydon and would appear subservient to it, sitting to its left hand side and being notably lower in height. Fig.7 below clearly demonstrates this, and also demonstrates that when cumulative schemes (many of which are currently under construction) are added to this view, the proposal would have a negligible impact, and would thus accord with policy SP4.13.

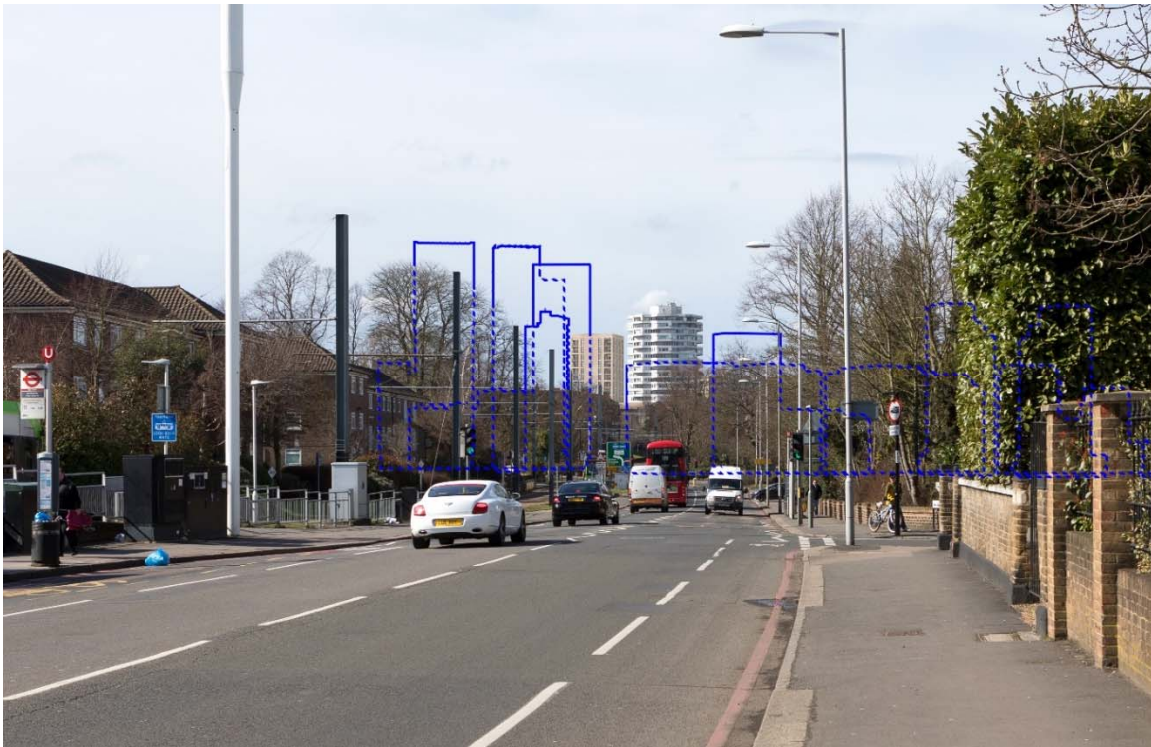


Fig.7 – View of proposal (with cumulative schemes) looking west along Addiscombe Road from Sandilands tram stop

Appearance and Materials

- 9.16 The architectural language is based upon a grid, giving the elevations a strong rhythm and making reference to surrounding high quality examples of post-war architecture. The first two storeys are designed to express a plinth base through the use of a contrasting facing material, assisting in giving the building visual interest at street level and giving it a human scale. In order to break down the mass of the north elevation of the mansion block a number of inset terraces have been proposed. Full height windows have been used extensively to provide the elevations with some vertical emphasis with splayed window reveals and architectural brickwork detailing giving the building further visual interest.
- 9.17 The proposed palette of materials comprises warm pink tone bricks to the upper levels, dark grey bricks to the plinth base of the building, light grey bricks to the inset panels between windows, and bronze effect cladding to the balconies and main building entrances. The material choice has been driven by the need to be contextual, picking up on materials used within the local area to ensure that the building complements its surroundings. A considerable level of detail has been provided with respect to the proposed material palette, including samples of potential brick choices, in order to give officers sufficient comfort that the materials will be of a high quality befitting of the site's prominent location at the eastern gateway to the Metropolitan Centre. A condition is recommended requiring confirmation of the final selection of materials and the submission of samples of all facing materials.



Fig.8 – Proposed north elevation

9.18 In order to give the building a high degree of visual interest and give it its own unique architectural character (whilst picking up on local references) great consideration has been given to the detailing. At ground and first floor level ‘sawtooth’ brickwork is proposed to the columns, and decorative geometric bronze coloured metal screen panelling is proposed at ground level to screen refuse stores and the substation, both of which have been designed to reference the geometry of No.1 Croydon. On the upper levels of the building, banding details have been employed to emphasise the order of the building (top, middle and bottom) and splayed openings to windows have also been proposed to both reference nearby landmarks and further articulate the façade. Given the attention to detail, officers are of the view that the proposed building will be of a high quality with a great degree of visual interest and will thus enhance the local character. In order to ensure that the detailing proposed is carried through to the final scheme a condition shall be imposed.



Fig.9 – Proposed main entrance to building

Impact on Surrounding Occupiers

9.19 The surrounding properties that have the most potential to be affected by the proposals are indicated by Fig.10.



Fig.10 – Surrounding properties in relation to the application site

Daylight and Sunlight Impacts

9.20 A daylight and sunlight assessment undertaken in accordance with the BRE guidelines has been submitted which demonstrates the impact of the development on all of the above properties (with the exception of Go-Ahead House which is in use as an office building). The submitted assessment assesses the implications of the scheme against the existing cleared site (the existing situation) as well as the 2017 extant planning permission (the alternative benchmark) and also assesses the implications of the scheme against the standard BRE targets (with the exception of 28-30 Addiscombe Grove) which typically are appropriate for suburban locations, as well as an alternative (lower) target more suited to an urban location.

9.21 Whilst the initial summary of the results provided below outlines the implications of the scheme against the cleared site using the standard BRE targets (with the exception of 28-30 Addiscombe Grove) it should be noted that in accordance with BRE guidelines, the 2017 extant planning permission (the alternative benchmark) is a material consideration when assessing the daylight and sunlight implications of the scheme,

and that the site's location within the Croydon Opportunity Area justifies due consideration of an alternative (lower) target more suited to a central location. As such an additional summary of the results considering this alternative benchmark and target has also been provided.

Addiscombe and Blake Road Properties (35-51 Addiscombe Road and 1 & 2 Blake Road):

9.22 These 9 properties, which comprise a mixture of 1 and 2 storey detached and semi-detached houses, sit directly to the north of the site. Of these properties, 35, 49 and 51 Addiscombe Road fully comply with the standard BRE targets.

9.23 In respect of 37, 39, 41 and 43 Addiscombe Road as well as 1 and 2 Blake Road, when assessing the proposed scheme versus the existing cleared site, 19 of the 32 windows tested see minor daylight reductions beyond the standard BRE targets. These impacts are reduced further when assessing the proposed scheme against the alternative benchmark and target with only 6 of the 32 windows tested seeing minor reductions. In all instances where daylight reductions (beyond either standard BRE targets or against the alternative benchmark and target) are observed, good levels of daylighting for the affected properties are still maintained considering their central location. In respect of sunlight, when assessing the proposed scheme versus the existing cleared site, 11 of the 30 windows tested see sunlight reductions beyond the standard BRE targets. Whilst some properties see moderate and major winter sunlight reductions, only minor annual sunlight reductions are observed. Whilst the extent of these impacts are reduced further when assessing the proposed scheme against the alternative benchmark and target (with fewer moderate and major winter sunlight reductions and fewer minor annual sunlight reductions) 11 of the 30 windows tested would continue to see either minor annual or winter sunlight reductions, with some moderate and major winter sunlight reductions. In all instances, where sunlight reductions (beyond either standard BRE targets or against the alternative benchmark and target) are observed, good levels of annual sun-lighting for the affected properties are still maintained considering their central location.

9.24 In addition to the above, an overshadowing study of gardens associated with the above properties has been undertaken, with all such spaces fully complying with the standard BRE targets.

Park Hill Road Properties (2 Park Hill Road, 6-16 Park Hill Road and 1-9 St Nicholas House):

9.25 These 3 buildings, which comprise a mixture of 3 and 4 storey flatted blocks, sit to the east and south-east of the application site. Of these properties 6-16 Park Hill Road fully complies with the standard BRE targets.

9.26 In respect of 2 Park Hill Road, when assessing the proposed scheme versus the existing cleared site, 8 of the 33 windows tested see minor daylight reductions beyond the standard BRE targets, with a further 1 window seeing a moderate daylight reduction (it is understood however that this window serves a bathroom). These impacts are reduced further when assessing the proposed scheme against the alternative benchmark and target with just 5 of the 33 windows tested seeing minor daylight reductions. In all instances where daylight reductions (beyond either standard BRE targets or against the alternative benchmark and target) are observed good levels of

daylighting for the affected properties are still maintained considering their central location. In respect of sunlight all windows tested comply with the standard BRE targets.

9.27 In respect of 1-9 St Nicholas House, when assessing the proposed scheme versus the existing cleared site, 9 of the 37 windows tested see minor daylight reductions beyond the standard BRE targets. These impacts are reduced further when assessing the proposed scheme against the alternative benchmark and target with just 4 of the 37 windows tested seeing minor daylight reductions. In all instances where daylight reductions (beyond either standard BRE targets or against the alternative benchmark and target) are observed either good levels of daylighting for the affected properties are still maintained considering their central location, or existing daylighting levels are very low meaning that any slight reduction results in a relatively large percentage reduction in daylighting levels. In respect of sunlight all windows tested comply with the standard BRE targets.

9.28 In addition to the above an overshadowing study of gardens associated with the above properties has been undertaken, with all such spaces fully complying with the standard BRE targets.

Garrick Crescent Properties (36-42 Garrick Crescent):

9.29 These 7 properties, which comprise 2 storey terraced houses, sit to the south-east of the application site. Of these properties 41 and 42 Garrick Crescent fully comply with the standard BRE targets.

9.30 In respect of 36, 37, 38, 39 and 40 Garrick Crescent, when assessing the proposed scheme versus the existing cleared site, 17 of the 25 windows tested see minor daylight reductions beyond the standard BRE targets. These impacts are notably reduced when assessing the proposed scheme against the alternative benchmark and target with all windows tested complying. In respect of sunlight all windows tested comply with the standard BRE targets.

9.31 In addition to the above an overshadowing study of gardens associated with the above properties has been undertaken, with all such spaces fully complying with the standard BRE targets.

28-30 Addiscombe Grove (Pocket Living Scheme):

9.32 This property, which is currently under construction, comprises a 21 storey flatted block of 153 flats, and sits to the south-west of the application site. In accordance with BRE guidelines only floors 1-14 of this building have been assessed, as there are no residential units at ground floor and levels 15 and above pass the 25 degree test (thus meaning they are not required to be tested). It should be noted that the following summary outlines the implications of the scheme against the alternative (lower) target value only (as opposed to both this and the standard BRE targets) which is considered appropriate given the relationship between this building and the proposed scheme (which differs from other relationships around the site) both of which would be modern high rise buildings.

9.33 In respect of 28-30 Addiscombe Grove, when assessing the proposed scheme versus the existing cleared site, 15 of the 164 windows tested see minor daylight reductions

beyond the alternative target, with a further 22 windows seeing moderate daylight reductions, and a further 10 windows seeing major reductions. It should be noted that a large degree of the impact caused to windows on the lower levels of 28-30 Addiscombe Road would be caused by the 2017 extant planning permission (the alternative benchmark) and that all of the instances where a major impact is observed, and the majority of instances where a moderate impact is observed, affect secondary windows which serve rooms served by another (primary) window. In all instances where said primary windows see daylight reductions (beyond the alternative benchmark and target) good levels of daylighting for the affected properties are still maintained considering their central location. In respect of sunlight all windows tested comply with the alternative target.

- 9.34 Given this building sits due south of the proposed development there is no requirement to undertake an overshadowing study of the communal amenity roof terrace at 9th floor as this would be unaffected by the proposed development.

Daylight and Sunlight Conclusions:

- 9.35 Whilst the proposed development would result in some daylight and sunlight impacts for surrounding properties, in the vast majority of instances where impacts beyond BRE guidelines occur, these are only minor in nature and where these impacts occur, good levels of daylight and sunlight are generally still maintained, especially considering the central location of the affected properties. It should be noted that daylight and sunlight impacts for surrounding properties beyond BRE guidelines are inevitable in a situation such as this where the existing baseline is a cleared site which is an anomalous in an urban context such as this, which is why notable weight should be given to the assessment of the proposed development against the alternative baseline and target. The summary of the results given above confirms that a notable proportion of the impacts which occur are as a result of the most recent extant planning permission (the 2017 consent) and given the notable additional benefits proposed by this scheme (in particular the considerably higher proportion of affordable housing) the harm of these additional impacts are considered to be outweighed by these additional benefits. As such the daylight and sunlight implications of the proposed development for surrounding properties are acceptable.

Overlooking, Outlook and Privacy

- 9.36 In respect of surrounding properties, it is noted that Go-Ahead house which sits directly to the west of the site is in use as an office building and does not feature any windows on its closest flank elevations. Given the use of this building, the fact that it is served by numerous windows facing south and north and the fact that the proposed building sits a minimum of 9m away from it, the existing occupants of Go-Ahead House would continue to be afforded acceptable levels of outlook and privacy and would not be unduly overlooked.
- 9.37 Like Go-Ahead House, 2 Park Hill Road also does not feature any windows on its closest flank elevation to the site (with the exception of a ground floor window which serves a bathroom) with the closest habitable room windows facing the site sitting 22m away from the proposed development. It is noted that an external balcony/terrace is located at third floor level on this building in its north-west corner and whilst this would experience a degree of overlooking from the proposed balconies, the fact that there is a 6m gap between these spaces and the fact that this degree of overlooking is from

one external amenity space to another (which is not uncommon in urban environments), means that such a relationship is acceptable. As such, residents of 2 Park Hill Road would continue to be afforded acceptable levels of outlook and privacy and would not be unduly overlooked.

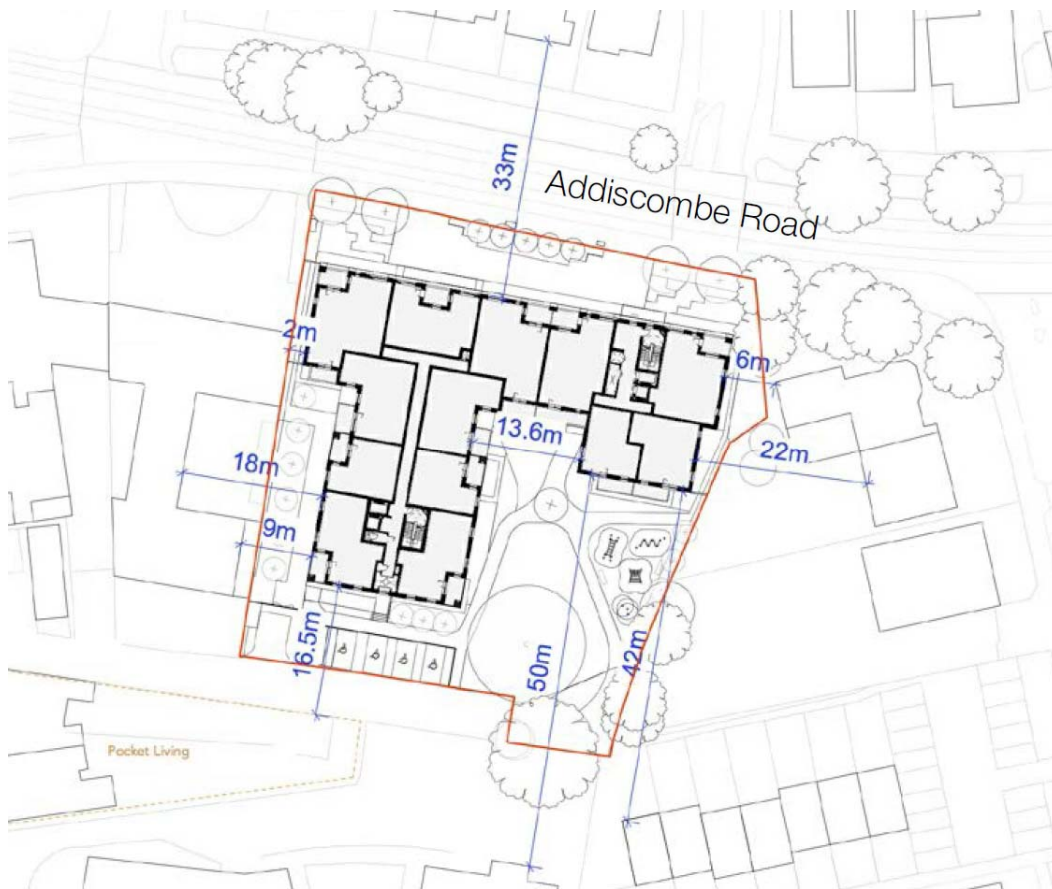


Fig.11 – Distances to surrounding properties

- 9.38 Existing properties on the northern side of Addiscombe Road sit 33m away from the north elevation of the proposed building and are separated by a road, as well as a mixture of trees and hedgerows. Given this relationship and the urban setting of the site, the development cannot be considered to unduly overlook these properties or unacceptably impact upon the levels of outlook and privacy afforded to these residents.
- 9.39 Existing properties to the south of the site on Garrick Crescent sit at least 42m away from the south elevation of the proposed building and are also screened from view by a number of large trees sited between. Once again, given this relationship and the urban setting, the development cannot be considered to unduly overlook these properties or unacceptably impact upon the levels of outlook and privacy afforded to these residents.
- 9.40 With respect to the under construction 'Pocket Living' scheme at 28-30 Addiscombe Grove, only a small portion of the proposed building sits adjacent to this building, and where it does, a minimum distance of 16.5m between them is maintained. Furthermore both the affected units within the proposed development and those within 28-30 Addiscombe Grove are dual aspect units and would also benefit from alternative aspects. Whilst the communal amenity roof terrace at 9th floor would experience some

overlooking from the proposed development (which sits 16.5m to the north) this is not considered unreasonable in an urban setting. The future occupants of 28-30 Addiscombe Grove would continue to be afforded acceptable levels of outlook and privacy and would not be unduly overlooked.

Other Impacts

- 9.41 Given that the building is solely residential, there are no concerns that the proposed building would cause noise and disturbance levels that would be incompatible with the surrounding existing uses. Concerns have been raised regarding the impact of construction; however such impacts would only be temporary and as such should only be afforded limited weight. In order to ensure that any such impacts are minimised as far as reasonable possible, the applicant has proposed a series of measures including: monitoring of vibration levels; only working within standard construction hours; keeping in regular contact with neighbours, and; signing up to the considerate constructors programme. A condition requiring the submission of a detailed construction management plan is recommended.
- 9.42 An assessment of the proposal's impacts upon the local microclimate has been undertaken. Subject to the provision and retention of the proposed soft landscaping across the site (which would be secured via condition) it is anticipated that wind conditions in all outdoor trafficable areas within and around the proposed development will meet their respective comfort and safety criteria and as such, would be suitable for their intended use.

Quality of Living Environment for Future Occupiers

Housing Standards

- 9.43 All of the proposed units comply with the NDSS and all feature generous external amenity spaces (in the form of balconies/terraces), which are a minimum of 1.5m in depth (in accordance with the Mayor of London's Housing SPG) and meet the minimum quantum's stipulated by policy DM10.4 of the CLP. Core 1 serves between 3 and 9 units per floor and whilst the Mayor of London's Housing SPG states that each core should generally serve no more than 8 units per floor, Core 1 only serves 9 units per floor at levels 1 to 5 and across all levels (G-17), serves an average of 6 units per floor and is therefore acceptable. Core 2 serves between 3 and 5 units per floor which is acceptable.
- 9.44 Of the 137 units proposed, a very high proportion of these would be either dual or triple aspect with a total of 107 units being dual aspect (representing 78% of the proposed units) and a further 8 being triple aspect (representing a further 6%). Whilst there are 7 units (representing 5%) which are single aspect north facing, said units have been designed as such that there is an allowance for east and west light as they benefit from openings on each side of the inset terrace. All of the remaining single aspect units are either studio or 1 bed units and face either east or west. As such the aspect of the proposed units are acceptable.
- 9.45 A daylight and sunlight assessment demonstrates the levels of daylight and sunlight anticipated for the proposed development. With respect to the internal daylight levels for the proposed development, of the 376 rooms tested, 337 (90%) of these rooms would benefit from daylight levels in accordance or in exceedance of BRE guidelines

which is considered very good for a high density development in a central location. Of the 39 rooms which do not meet the BRE target, 10 of these are bedrooms, which have a lesser need for good levels of daylight, with the remaining 29 rooms being living rooms. Where said living rooms do not meet the BRE target, it should be noted that they either only marginally fall short of the BRE target or fall short of the BRE target due to the presence of balconies above.

- 9.46 With respect to the internal sunlight levels for the proposed development, of the 376 rooms tested, 124 (33%) of these rooms would benefit from sunlight levels in accordance or in exceedance of BRE guidelines. It should be noted however that of the 252 rooms which did not meet the BRE target, 159 of these are bedrooms or kitchens which, according to BRE guidelines, is not where the main requirement for sunlight is within new developments. Whilst the remaining rooms which fall short of the BRE target are living rooms, BRE guidance does recognise that sunlight criteria cannot be fully achieved in flats due to orientation constraints and density. Given the very good levels of internal daylight through the development and the recognised constraints for developments such as this in achieving high internal sunlight levels, it is considered overall that the daylight and sunlight levels afforded to future occupiers of this development would be acceptable.
- 9.47 In addition to the above, an overshadowing study of the proposed communal amenity spaces has been undertaken, with all such spaces fully complying with BRE guidelines.
- 9.48 Careful consideration of the internal layout has been given in order to ensure that future occupiers would be afforded good levels of outlook and privacy, with limited opportunities for overlooking within the development. The majority of windows throughout benefit from being at least 18m away from the nearest neighbouring building, with the majority of units being dual or triple aspect. Where units within the development do face one another, generous distances between said units have been proposed and windows offset to avoid direct overlooking. Where communal routes do pass outside windows of residential units, appropriate defensible space in the form of soft planting has been proposed to ensure suitable levels of privacy. As such it is considered that future occupiers of the proposed development will be afforded a good level of amenity.
- 9.49 Whilst Addiscombe Road is subject to general traffic restrictions at peak hours (meaning that the volume of general traffic along this road is not particularly high) Addiscombe Road is a high volume bus corridor and also accommodates the Croydon Tramlink. As such the applicant has submitted a noise and vibration assessment to establish existing noise and vibration levels and to identify where and what mitigation measures are necessary. It is proposed that acoustically upgraded glazing and mechanical ventilation is proposed to the northern side of the building (fronting Addiscombe Road) to ensure future occupiers are not adversely impacted by noise and vibration levels and these measures, as recommended within the submitted report, will be secured via condition.

Communal Amenity and Child Play Space

- 9.50 In accordance with policy DM10.5 communal amenity space is provided to the rear, in the form of a large garden measuring 1,140sqm (inclusive of the child play area) and a large roof garden at 8th floor level above the mansion block measuring 423sqm. The rear garden would be accessible to all residents and would feature a large lawn

surrounding the existing protected Holm Oak tree, as well as areas of planting, seating area, a child play area and a series of paved paths providing level access throughout. The roof garden atop the mansion block would be accessible to residents of core 1 and would feature an artificial lawn, seating areas, hard landscaping and planting.

- 9.51 The proposed development is required to provide a minimum of 390sqm of child play space based on a child yield of 39. In accordance with DM10.4 child play space is provided to the rear within the communal garden, with an area totalling 451sqm dedicated to a child play, exceeding the minimum requirements. It will feature a range of play equipment providing stimulating activity for children of all ages, will be fully inclusive and feature areas of seating as well as soft landscaping.
- 9.52 Officers are satisfied that both the proposed communal amenity and child play space would be of a high standard, and a condition requiring the submission of the final detailed specification is proposed.

Accessible Housing

- 9.53 Entrances to the communal lobbies in both blocks would be step free with both cores featuring two lifts. Both the communal garden to the rear of the site and the communal roof terrace at 8th floor level would also be fully accessible. 10% of the proposed units (in the form of 3 x 1-bed units and 11 x 2-bed units) comply with Part M4(3) (Wheelchair User Dwellings) with the remaining units all being designed to comply with Part M4(2) (Accessible and Adaptable Dwellings). The proposed M4(3) units have been evenly distributed across the various tenures such that 10% of the dwellings proposed within each tenure comprise of M4(3) units which is welcomed. Five accessible parking bays have also been proposed to the rear which will be allocated to future occupiers who are blue badge permit holders, with priority given to those in the larger sized units within the affordable rent tenure, followed by the smaller sized units within the affordable rent tenure, followed by those in the intermediate and market tenure units.

Trees, Landscaping, Biodiversity and Sustainability

Trees

- 9.54 The existing site, which up until recently has been covered by grass/scrubland, has now been cleared, with the exception of the protected Holm Oak tree, and at present features little other greenery. The applicant proposes to retain the protected Holm Oak tree, making it a key feature of the landscaping proposals. Tree protection measures will be put in place to ensure it is not damaged throughout the construction phase. The applicant also intends to plant a substantial number of new trees, varying in species type and maturity. This is supported by the Council's tree officer.

Landscaping

- 9.55 The proposed landscaping strategy centres on the creation of three key spaces – a courtyard to the front, a communal garden to the rear and a communal terrace atop the mansion block. Whilst the proposed courtyard to the front will feature a considerable level of paving (to accommodate servicing needs) the applicant has sought to maximise soft landscaping along the frontage. This will include a 'green strip' of planting to reflect that present on the northern side of Addiscombe Road,

incorporating a number of semi-mature trees and shrub planting, which will have a positive impact on the street scene. The communal garden to the rear will feature a large lawn, centred on the retained Holm Oak tree, extensive areas of tree and shrub planting, the provision of a child play area, along with a number of paths and will provide future occupiers of the development with a high quality and usable communal amenity space. The proposed communal terrace atop the mansion block will feature a mixture of hard and soft landscaping and will include an artificial lawn, small trees, hedges and shrub planting and in addition to the communal rear garden, will also provide future occupiers with a high quality and usable space. Whilst a sufficient level of detail has been provided to satisfy officers that the landscaping across the site will be of high quality, to ensure that the final selection of materials and planting accords with those currently being presented, a condition shall be imposed.



Fig.12 – Proposed landscape plan

9.56 Boundary treatments to the site vary. Along Addiscombe Road, the site boundary will be dominated by the proposed tree planting which is set within low level 0.2m high brick planter walls. Directly to the east and west, the boundary of the site will be dealt with by way of a timber fence, with the east and west boundaries to the rear of this being treated by way of a green screen. The rear boundary will be a 1.8m high metal railing which is required in order to keep the site secure in line with 'Secured by Design' requirements. The final specification of all proposed boundary treatments will be required by condition.

Biodiversity

9.57 Given the existing condition of the site and the fact that it has not been identified by the CLP as having biodiversity importance, the proposal would not adversely impact upon existing biodiversity. A number of net biodiversity gains have been proposed including bird boxes located around the site and a bug hotel in the south east corner, as well as a wide variety of planting to attract bees and butterflies. On the eastern side of the mansion block a brown roof is also proposed to replicate, as far as is practical, the ecological requirements for the local area (to support a variety of plants, birds, animals and invertebrates). Further details of the full range of biodiversity works incorporating those currently proposed would be required by condition.

Sustainability

9.58 Policy SP6.2 requires new development to make the fullest contribution to minimising carbon dioxide emissions, which requires new dwellings to be zero carbon, meaning they must achieve at least a 35% reduction in regulated carbon emissions over Part L 2013, with the remaining regulated CO2 emissions, to 100%, to be offset through a cash in lieu contribution. The policy also requires the development to incorporate a site wide communal heating system and to be enabled for district energy connection.

9.59 The scheme is expected to achieve a 35.08% reduction in regulated carbon emissions through the inclusion of a site wide communal heating system and roof mounted photovoltaic (PV) panels. The remaining regulated CO2 emissions shortfall would be covered by a carbon offset payment (currently estimated at £183,960) which would be secured through the S.106 agreement. Whilst no existing district heating networks currently exist, the site is within an area where one is planned and as such, a future connection to this system has been designed.

9.60 Policy SP6.3 requires a high standard of sustainable design and construction. The sustainability statement outlines a range of measures, such as the selection of high life span, low maintenance bricks, maximising the use of materials with a high recycling content, ensuring water usage is minimised, and designing the scheme to reduce overheating levels.

9.61 In order to ensure that the above measures are secured conditions are recommended. In addition S.106 obligations, in the form of a carbon offsetting payment and the requirement to connect in the future to the planned district heating network shall also be secured.

Transport, Parking and Highways

Trip Generation and Impact on Surrounding Transport Network

9.62 In order to assess the impact on the existing surrounding transport network a Transport Assessment has been submitted. The site has a public transport accessibility level (PTAL) of 6b, which represents the highest level of access to public transport services.

9.63 In terms of trip generation the proposed development is forecasted to result in a total of 76 AM peak time trips and 67 PM peak time trips. Whilst the majority of these trips are due to take place on tram and rail services, it is considered that the forecasted additional passengers associated would result in an immaterial impact on the existing public transport network. Of the total number of trips forecasted only 4 of the AM peak time trips and 4 of the PM peak trips are anticipated to take place by private car

reflecting the scheme's 'car free' nature. In addition to the above the development is expected to generate on average 18 service vehicle trips per day. The forecasted additional vehicular movements would result in an immaterial impact on the existing local highway network.

- 9.64 It is recognised that the cumulative impact of a number of developments will over time have an impact upon the existing public transport network. As such and in order to mitigate this a financial contribution of £111,000 towards local public transport will be secured via the S.106 agreement. This contribution will be used by TFL towards capacity improvements to the tram and bus network which directly serves the site and will allow the public transport network to meet future demand.
- 9.65 A framework travel plan has been submitted which details some of the initiatives in order to ensure that sustainable methods of transport are promoted (such as travel packs for new residents, the promotion of walking initiatives etc.). A full travel plan will be secured via the S.106 agreement which will be appropriately monitored.
- 9.66 In order to demonstrate that the impacts upon the local highway network during the construction period are acceptable, the applicant has submitted a draft construction methodology and environmental management plan (CEMP) and a traffic management and logistics plan, which propose measures including trained traffic marshals, coordinated site deliveries and the use of pre-agreed routes for deliveries. Both TFL and the Council support the measures proposed, full details of which would be required by condition.
- 9.67 The development will result in both changes to the existing and introduction of new vehicle crossovers. Prior to the first occupation of the development the necessary works to the public highway (undertaken through S.278 of the Highways Act) will be secured via the S.106 agreement.

Deliveries and Servicing

- 9.68 The development is anticipated to generate approximately 18 service vehicle trips per day (including waste collections, online shopping deliveries etc.). All will be undertaken on site utilising the courtyard at the front which has been designed to allow all vehicles to enter and exit the site in forward gear, via separate entry and exit crossovers which will feature appropriate signage. Space for servicing vehicles to stand (such that others can pass by in forward gear) has been also been provided at the east and west ends. A road safety audit of the access arrangements has been undertaken, with no issues being raised, and tracking demonstrating the size and layout is appropriate for the various vehicle sizes expected to use this space has been provided. Whilst a draft delivery and servicing plan (DSP) has been submitted, a full DSP will be secured by condition.

Parking Provision

- 9.69 The proposed development does not propose any general use car parking and will be secured as 'car free' through the S.106 agreement which will prevent future occupiers from applying for residents parking permits. The development does provide 5 disabled car parking spaces for use by blue badges at the rear (accessed from Addiscombe Grove via the rear access lane). Whilst this provision (one space per dwelling for 3% of the total) is lower than the requirement set out in the Mayor's Housing SPG, it does

comply with policy T6.1 of the draft New London Plan which requires one space per dwelling for 3% of the total dwellings. Given the site's central location, high PTAL and the fact that the majority of the local public transport network is fully accessible, the proposed level of disabled car parking provision is acceptable. Of the 5 disabled car parking spaces proposed, 1 would have an electric vehicle charging point, with the remaining 4 having passive provision, exceeding policy requirements.

- 9.70 Given the space constraints, car club spaces are proposed off-site with 2 car club spaces on Park Hill Road which will be provided by converting 2 existing on-street pay and display/permit bays. The first space will be provided prior to occupation and will feature an electric vehicle charging point, with passive provision being made for the second space including passive electric vehicle charging provision. The second space would be provided at a point in time as and when demand dictated. The quantum, location and principle has been agreed by the Council's highways team and accords with the relevant policy. The car club provision, membership for future occupiers, and costs to provide this, will be secured via the S.106 agreement.
- 9.71 Cycle parking is provided by way of three internal secure bike stores, two within core 1 and one within core 2, providing a total of 212 long stay cycle spaces as well as 4 short stay spaces in the courtyard to the front. Whilst the proposed internal bike stores are acceptable in terms of their location, layout and design, the quantum of long stay cycle spaces does slightly fall short (due to space constraints at ground floor level) of the draft New London Plan, which would require 246 long stay cycle spaces. In order to address this, the applicant has demonstrated that an additional secure cycle store could be provided at the rear, and as part of the Travel Plan, a requirement for this additional shortfall to be provided at a point in time as and when demand dictated would be secured. The principle of this approach has been agreed by the Council's highways team and is acceptable.

Refuse Provision

- 9.72 Each of the two cores is served by a communal bin store which can accommodate the requisite quantum of refuse and recycling demand (in line with the Council's updated guidance issued in October 2018 to reflect the new refuse service) with both of these cores sitting within 20m of the waste collection vehicle point. In addition to this, each residential unit will be provided with an in-built segregated waste bin and provided with a food waste caddy. Both communal bin stores will feature a dedicated bulky waste store which exceeds the minimum size requirements, and which will be managed by the building's caretaker. This is acceptable subject to a condition requiring it to be completed prior to first occupation and retained in perpetuity.

Other Planning Issues

- 9.73 An air quality assessment has been submitted given the scale of the proposed development and its location within an Air Quality Management Area (AQMA). Whilst this demonstrates the development would be air quality neutral and that the site is suitable for the end use, to mitigate against the cumulative impacts of non-road transport sources of emissions from sites such as this, a contribution of £13,700 towards either on-site or off-site air quality improvements would be secured via the S.106 agreement, which is acceptable.
- 9.74 The site sits within Flood Risk Zone 1 (and thus is considered to be at a low risk of fluvial flooding) and whilst the site itself is at a low risk of flooding from surface water,

parts of Addiscombe Road are at a high risk of flooding from surface water. A SuDS strategy has been proposed which incorporates attenuation tanks at the front, permeable paving, and substantially reduces the surface water runoff rate from its existing rate. The proposed strategy reduces the risk of surface water flooding as far as it reasonably practicable and is supported by the LLFA subject to a condition being imposed requiring the submission of evidence of correspondence from Thames Water to demonstrate their agreement to the proposed point of connection and discharge rate.

- 9.75 A contaminated land report submitted with the application concluded the site has a low risk of contamination. In order to ensure that any potential contaminated land on site is appropriately remediated, a condition shall be imposed.
- 9.76 A health impact assessment has been submitted which has established that a population of around 300 people will be generated by the development, of which 30 are expected to be children aged 4-10 and a further 11 aged 11-15. The report concludes that there is sufficient provision of health services within the local area to support the development, that there is sufficient capacity at both primary and secondary school level to accommodate the anticipated child yield, as well as sufficient access to social infrastructure (such as parks and community centres) and employment and training opportunities. As such the development is therefore expected to allow its future occupants to have a healthy lifestyle and is acceptable.

Conclusions

- 9.77 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.

Appendix 1: Planning Policies and Guidance

The following lists set out the most relevant policies and guidance, although they are not exhaustive and the provisions of the whole Development Plan apply (in addition to further material considerations).

London Plan

- Policy 3.3 Increasing Housing Supply
- Policy 3.4 Optimising Housing Potential
- Policy 3.5 Quality and Design of Housing Developments
- Policy 3.6 Children and Young People’s Play and Informal Recreation Facilities
- Policy 3.8 Housing Choice
- Policy 3.9 Mixed and Balanced Communities
- Policy 3.12 Negotiating Affordable Housing on Individual Private Residential and Mixed Use Schemes
- Policy 3.13 Affordable Housing Thresholds
- Policy 4.12 Improving Opportunities for All
- Policy 5.2 Minimising Carbon Dioxide Emissions
- Policy 5.3 Sustainable Design and Construction
- Policy 5.4A Electricity and Gas Supply
- Policy 5.6 Decentralised Energy in Development Proposals
- Policy 5.7 Renewable Energy
- Policy 5.9 Overheating and Cooling
- Policy 5.10 Urban Greening
- Policy 5.11 Green Roofs and Development Site Environs
- Policy 5.12 Flood Risk Management
- Policy 5.13 Sustainable Drainage
- Policy 5.14 Water Quality and Wastewater Infrastructure
- Policy 5.15 Water Use and Supplies
- Policy 5.17 Waste Capacity
- Policy 5.21 Contaminated Land
- Policy 6.1 Strategic Approach
- Policy 6.3 Assessing Effects of Development on Transport Capacity
- Policy 6.9 Cycling
- Policy 6.13 Parking
- Policy 7.1 Lifetime Neighbourhoods
- Policy 7.2 An Inclusive Environment
- Policy 7.3 Designing Out Crime
- Policy 7.4 Local Character

- Policy 7.5 Public Realm
- Policy 7.6 Architecture
- Policy 7.7 Location and Design of Tall and Large Buildings
- Policy 7.8 Heritage Assets and Archaeology
- Policy 7.14 Improving Air Quality
- Policy 7.15 Reducing and Managing Noise, Improving and Enhancing the Acoustic Environment and Promoting Appropriate Soundscapes
- Policy 7.19 Biodiversity and Access to Nature
- Policy 7.21 Trees and Woodlands

The Mayor of London has published and adopted Supplementary Planning Guidance, of which the Affordable Housing and Viability SPG, Housing SPG, Play and Informal Recreation SPG and Sustainable Design and Construction SPG are of relevance.

Croydon Local Plan (CLP)

The Croydon Local Plan was adopted on the 27th February 2018 and the main relevant policies to this application are as follows:

- SP2 Homes
- DM1 Housing Choice for Sustainable Communities
- SP3 Employment
- SP4 Urban Design and Local Character
- DM10 Design and Character
- DM13 Refuse and Recycling
- DM15 Tall and Large Buildings
- DM16 Promoting Healthy Communities
- DM17 Views and Landmarks
- DM18 Heritage Assets and Conservation
- SP5 Community Facilities
- SP6 Environment and Climate Change
- DM23 Development and Construction
- DM24 Land Contamination
- DM25 Sustainable Drainage Systems and Reducing Flood Risk
- SP7 Green Grid
- DM27 Protecting and Enhancing our Biodiversity
- DM28 Trees
- SP8 Transport and Communication
- DM29 Promoting Sustainable Travel and Reducing Congestion
- DM30 Car and Cycle Parking in New Development
- DM38 Croydon Opportunity Area

The Croydon Opportunity Area Planning Framework (COAPF) was adopted on the 22nd April 2013 as a supplementary planning document to the CLP and is of relevance.

Appendix 2: Drawing Nos

Plans:

1328-GSA-A1-XX-DR-A-1000A – Existing Site Location Plan
1328-GSA-A1-XX-DR-A-1100E – Site Plan
1328-GSA-A1-XX-DR-A-1206A – Wheelchair Unit Location Plan
1328-GSA-A1-XX-DR-A-1400H – GA Plans Ground Floor
1328-GSA-A1-XX-DR-A-1401E – GA Plans 1st Floor
1328-GSA-A1-XX-DR-A-1402G – GA Plans 2nd Floor
1328-GSA-A1-XX-DR-A-1403G – GA Plans 3rd – 4th Floor
1328-GSA-A1-XX-DR-A-1404E – GA Plans 5th Floor
1328-GSA-A1-XX-DR-A-1405E – GA Plans 6th – 7th Floor
1328-GSA-A1-XX-DR-A-1406E – GA Plans 8th Floor
1328-GSA-A1-XX-DR-A-1407E – GA Plans 9th – 11th Floor
1328-GSA-A1-XX-DR-A-1408E – GA Plans 12th – 17th Floor
1328-GSA-A1-XX-DR-A-1409E – GA Plans Roof
1328-GSA-A1-XX-DR-A-1700C – GA Section AA
1328-GSA-A1-XX-DR-A-1701C – GA Section BB
1328-GSA-A1-XX-DR-A-1702C – GA Section CC
1328-GSA-A1-XX-DR-A-1800F – AA North Elevation
1328-GSA-A1-XX-DR-A-1801D – BB West Elevation
1328-GSA-A1-XX-DR-A-1802D – CC East Elevation
1328-GSA-A1-XX-DR-A-1803D – DD South Elevation
1328-GSA-A1-XX-DR-A-1804C – EE West Elevation 2
1328-GSA-A1-XX-DR-A-1805C – FF East Elevation 2
1328-GSA-A1-XX-DR-A-1810D – Street Elevation
1328-GSA-A1-XX-DR-L-2000D – Landscape Masterplan
1328-GSA-A1-XX-DR-L-2001C – Hard Landscape GA Ground Level
1328-GSA-A1-XX-DR-L-2002B – Hard & Soft Landscape GA Level 8
1328-GSA-A1-XX-DR-L-2003C – Landscape Sections
1328-GSA-A1-XX-DR-L-2004C – Tree Planting Plan
1328-GSA-A1-XX-DR-L-2005C – Planting Strategy
1328-GSA-A1-XX-DR-L-2006B – Typical Landscape Details

Supporting Documents:

CMU/18094 – Topographical Survey
Air Quality Assessment AQ105751R2 – December 2018
BS5837 Tree Survey, Arboricultural Impact Assessment and Arboricultural Method Statement – December 2018
Construction Methodology and Environmental Management Plan Issue 002 – 13 December 2018

Daylight and Sunlight Report Revision C 66148/IM/SJP – 07 March 2019
Design and Access Statement – December 2018
Design and Access Statement Addendum – March 2019
Energy Assessment Report Issue 01 – December 2018
External Artificial Lighting K180568 Rev 02 – December 2018
Financial Viability Assessment – December 2018
Flood Risk Assessment Issue 3 – 15 March 2019
Health Impact Assessment – December 2018
Noise and Vibration Assessment RP01-18319 Rev4 – 11 December 2018
Pedestrian Microclimate Wind Tunnel Study WE322-01F03 Rev3 – December 13 2018
Phase 1 Desk Study – March 2018
Phase 2 Site Investigation – December 2018
Planning Statement (including Affordable Housing Statement) – December 2018
Statement of Community Engagement – December 2018
SuDS Maintenance – 19 April 2018
Sustainability Statement Issue 02 – December 2018
Thermal Comfort Report Issue 02 – December 2018
Townscape and Visual Impact Appraisal A193 RE 01 V4 – December 2018
Traffic Management & Logistics Plan Issue 003 – 05 February 2019
Transport Statement Revision 1 – December 2018
Transport Statement Addendum – March 2019
Waste Management Strategy Revision 5 – February 2019

PLANNING COMMITTEE AGENDA

PART 7: Other Planning Matters

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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