

# Planning Committee Agenda



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

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

A meeting of the **Planning Committee** which you are hereby summoned to attend, will be held on **Thursday, 19 October 2017** at **6.30 pm** in **Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX**

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

Margot Rohan  
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margot.rohan@croydon.gov.uk  
www.croydon.gov.uk/meetings  
Tuesday, 10 October 2017

Members of the public are welcome to attend this meeting.  
If you require any assistance, please contact Margot Rohan, as above.  
To register a request to speak, please either e-mail  
Planning.Speakers@croydon.gov.uk or call MARGOT ROHAN by 4pm on the  
Tuesday before the meeting.

THIS MEETING WILL BE WEBCAST LIVE - Click on link to view:  
<https://croydon.public-i.tv/core/portal/home>

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

## **AGENDA – PART A**

**1. Apologies for absence**

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

**2. Minutes of Previous Meeting (Pages 5 - 10)**

To approve the minutes of the meeting held on Thursday 5 October 2017 as an accurate record.

**3. Disclosure of Interest**

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

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

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

**5. Development presentations**

To receive the following presentations on a proposed development:

There are none.

**6. Planning applications for decision (Pages 11 - 14)**

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

**6.1 17/02192/FUL Queens Hotel, 122 Church Road, Upper Norwood, London SE19 2UG (Pages 15 - 48)**

Demolition of existing buildings to the centre and rear of the site and existing extensions to the roof, and the construction of a new spine building including glazed link to part retained mews building, an extension from the southwestern facing elevation of the existing locally listed building, a single storey extension to the restaurant, subterranean accommodation, parking, a swimming pool and servicing space to create a total of 530 hotel rooms and 170 vehicle parking spaces, the re-cladding of the 1970s extension with ground floor canopy, provision of enhanced landscaping across the site including 3 coach parking spaces to the front, formation of a vehicle access and the adaption of existing entrance to the hotel.

Ward: South Norwood

Recommendation: Grant permission

**6.2 17/03709/FUL Rees House/Morland Lodge and 6 Morland Road, Croydon CR0 6NA (Pages 49 - 66)**

Demolition of existing buildings & erection of a part four/part five storey building to create a 1200 place (900 pupils & 300 6th Form Post-16 Pupils) six form entry secondary school with associated access and landscaping (incorporating a roof top multi use games area (MUGA))

Ward: Addiscombe

Recommendation: Grant permission

**6.3 17/02166/FUL 36 Brighton Road, Purley CR8 2LG (Pages 67 - 74)**

Erection of 1 two storey three bedroom detached house and 1 two storey detached two bedroom house at rear fronting Purley Rise

Ward: Coulsdon West

Recommendation: Grant permission

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

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

There are none.

**8. Other planning matters**

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

There are none.

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

The following motion is to be moved and seconded where it is proposed to exclude the press and public from the remainder of a meeting:

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

## Planning Committee

Meeting of held on Thursday, 5 October 2017 at 6.50 pm in Council Chamber, Town Hall,  
Katherine Street, Croydon CR0 1NX

### MINUTES

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

**Also Present:** Councillor Stuart King

**Apologies:** Councillor Wayne Trakas-Lawlor

### PART A

153/17 **Minutes of Previous Meeting**

**RESOLVED** that the minutes of the meeting held on Thursday 21 September 2017 be signed as a correct record.

154/17 **Disclosure of Interest**

There were no disclosures of a pecuniary interest not already registered.

155/17 **Urgent Business (if any)**

There was none.

156/17 **Development presentations**

157/17 **5.1 17/02952/PRE 17-21 Dingwall Road, Croydon CR0 2NA**

Residential-led redevelopment of site to provide approx 172 units in two blocks ranging in height from 8 to 21 storeys above ground level, with commercial use at ground and first floor level fronting onto Dingwall Road  
Ward: Fairfield

Jeff Brooks (Architect) and James Cook (GL Hearn) attended to give a presentation and respond to Members' questions and issues raised for further consideration prior to submission of a planning application.

The main issues raised at this meeting were as follows:

- Affordable housing - GLA perspective to be considered
- Increasing/improving viability
- Potential for a taller building, bearing in mind deliverability
- Pedestrian link through the site is important
- Potential for having part-time public access
- Architectural expression needs more detail to create more interest
- How people living within the space will manifest itself
- Car club space
- Cycle storage provision - multi-use to avoid wasted unused space
- More office/commercial use
- Active frontages are key

**(N.B. Councillor Humayun Kabir entered the Chamber at 7:30pm.)**

158/17 **Planning applications for decision**

**(N.B. Item 6.3 (Tavistock Road) was withdrawn, as below)**

159/17 **6.1 17/02795/FUL 29 Russell Hill, Purley CR8 2JB**

Alterations, erection of single/two storey rear extension, dormer extensions in front and rear elevations and conversion to form 5 two bedroom and 4 one bedroom flats. Provision of associated parking, cycle and refuse stores  
Ward: Purley

Members asked for clarification about the current use of the building. The Planning officer explained that it is a small medical centre, with one treatment room and a small family dwelling.

Ms Laura Stringer spoke in objection, on behalf of neighbouring residents and raised the following issues:

- Russell Hill is very narrow causing parking and congestion concerns;
- Safeguarding issues with regard to patients at the medical centre

After consideration of the officer's report, Councillor Luke Clancy proposed and Councillor Sue Winborn seconded **REFUSAL**, on the grounds of inadequate parking likely to cause stress on-street, and the Committee voted 4 in favour, 5 against, so this motion thereby fell.

The Committee then voted on a second motion for **APPROVAL**, supporting the officer's recommendation, proposed by Councillor Paul Scott proposed and Councillor and seconded by Councillor Bernadette Khan, 5 in favour and 4 against, so planning permission was **GRANTED/REFUSED** for development at 29 Russell Hill, Purley CR8 2JB.

160/17 **6.2 17/03241/FUL 60 Outram Road, Croydon CR0 6XE**

Demolition of existing dwelling: erection of a two storey building with accommodation in roof level and basement comprising 4 two bedroom and 2 one bedroom flats: formation of associated access, 3 parking spaces, integrated cycle storage and refuse store.

Ward: Addiscombe

Members were concerned about the quality of the building and the Planning officer stressed the importance of quality within the conservation area. Members also pointed out that the previously unused block of 4 garages, opposite the site, had been redeveloped and this had improved the conservation area.

Mr Yussuf Mwana (MSA Planning) spoke as the agent, on behalf of the applicant and addressed the quality concerns as follows:

- Proposal has been redesigned, using high quality materials;
- Planting on site has been increased by 66%;
- Design is preserving and enhancing the conservation area.

After consideration of the officer's report, Councillor Chris Wright proposed and Councillor Humayun Kabir seconded the officer's recommendation and the Committee voted unanimously in favour (9), so planning permission was **GRANTED** for development at 60 Outram Road, Croydon CR0 6XE.

161/17 **6.3 17/02998/FUL 23 Tavistock Road, Croydon CR0 2AL**

Erection of four storey building at rear to provide 8 two bedroom and 1 one bedroom flats

Ward: Fairfield

The referring ward Member, Councillor Vidhi Mohan advised that residents were now happy with the changes made to the proposal, so he withdrew his referral.

THIS ITEM WAS WITHDRAWN FROM THE AGENDA FOR DECISION UNDER DELEGATED AUTHORITY.

162/17 **6.4 17/04278/FUL 13 Tindale Close, South Croydon CR2 0RT**

Erection of single/two storey front/side/rear extensions and alterations for subdivision into a pair of 4 bedroom semi-detached dwellings

Ward: Sanderstead

THIS ITEM WAS WITHDRAWN FROM THIS AGENDA AND WAS CONSIDERED AT PLANNING SUB-COMMITTEE (which preceded this Committee).

**(N.B. Councillor Jason Perry left the Chamber at 8:25pm)**

**163/17 Items referred by Planning Sub-Committee**

There were none.

**164/17 Other planning matters**

**8.1 Lombard House, 2 Purley Way, Croydon, CR0 3JP**

Deed of Variation to the affordable housing provision in the s106 agreement attached to permission 15/01236/P for Demolition of existing buildings; redevelopment of site to provide new buildings ranging from three to six storeys in height comprising 32 one bedroom, 48 two bedroom, 13 three bedroom and 3 four bedroom residential units and 2,296sqm of commercial floorspace (within class B1a & B1c) provision of associated parking, open space and landscaping

Ward: West Thornton

The Deed of Variation was to reduce the affordable housing on site to 19 units instead of 31 (25% instead of 36%, with 60/40 split between rented and shared ownership)

The Planning officer explained that since planning permission had been granted, a further viability assessment had shown the scheme was not viable. Unless the developer decided to start again and submit a new application, the only action available was to come back to the Council with a Deed of Variation.

The assessment had shown that it was not even viable to build at all but the developer still wants to go ahead delivering the lower level of affordable housing.

Members queried why the developer would want to continue if the scheme was completely unviable. The Planning officer explained that the viability assessment assumes a certain profit margin but it is up to the developer to decide, from a business perspective, whether it is worth delivering based on future potential rise in value.

Members were keen to ensure that a review mechanism is in place which will allow the Council to have more affordable homes delivered on site if it was feasible in the future. The Planning officer suggested that, if not possible to be on site, then the Council could receive cash in lieu or hold some units in abeyance to change from private to affordable.

The Chair suggested the mechanism should be looking at 30% with a fall-back position of 25% if not possible.



Diana Thomson (Savills) spoke as the agent, on behalf of the developer, stressing that the change in the economic situation since 2015 had affected viability of the scheme.

Cllr Stuart King, ward Member for West Thornton argued that the site had been purchased in the full realisation of the potential challenges and that 30% affordable housing was acutely necessary here.

The Director of Strategic Planning & Transport highlighted to the Committee that, if this Deed of Variation was not agreed, the developer could submit a new application which may have an even lower offer.

**(N.B. Councillor Bernadette Khan left the Chamber at 8:52pm and returned at 8:54pm, so she excused herself from voting on the decision)**

Having carefully considered the officer's report and addendum, Councillor Paul Scott proposed and Councillor Humayun Kabir seconded and the Committee voted 6 in favour, with 1 abstention, so the Deed of Variation was **GRANTED** for Lombard House, 2 Purley Way, Croydon, CR0 3JP, with the condition that 30% habitable rooms provision is safeguarded, subject to review at a later date, to secure more affordable housing on the site if at all possible.

165/17 **Addendum covering items 6.3 and 8.1**

The meeting ended at 9.14 pm

**Signed:**

**Date:**

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## PLANNING COMMITTEE AGENDA

### PART 6: Planning Applications for Decision

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#### 1 INTRODUCTION

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

#### 2 MATERIAL PLANNING CONSIDERATIONS

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

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

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

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

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

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

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

## **5. PROVISION OF INFRASTRUCTURE**

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

## **6. FURTHER INFORMATION**

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

## **7. PUBLIC SPEAKING**

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

## **8. BACKGROUND DOCUMENTS**

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

## **9. RECOMMENDATION**

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

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PART 6: Planning Applications for Decision

Item 6.1

1 SUMMARY OF APPLICATION DETAILS

Ref: [17/02192/FUL](#) (*Link to associated documents on Planning Register*)  
 Location: Queens Hotel, 122 Church Road, London, SE19 2UG  
 Ward: South Norwood  
 Description: Demolition of existing buildings to the centre and rear of the site and existing extensions to the roof, and the construction of a new spine building including glazed link to part retained mews building, an extension from the southwestern facing elevation of the existing locally listed building, a single storey extension to the restaurant, subterranean accommodation, parking, a swimming pool and servicing space, to create a total of 530 hotel rooms and 170 vehicle parking spaces, the re-cladding of the 1970's extension with ground floor canopy, provision of enhanced landscaping across the site including 3 coach parking spaces to the front, formation of a vehicle access and the adaption of existing entrance to the hotel.  
 Drawing Nos: A2702 100 - R6, A2702 101 - R6, A2702 102 - R6, A2702 103 - R6, A2702 104 - R6, A2702 105 - R6, A2702 106 - R6, A2702 107 - R6, A2702 108 - R6, A2702 109 - R6, A2702 140 - R6, A2702 141 - R6, A2702 199 - R4, A2702 200 - R12, A2702 201 - R12, A2702 202 - R12, A2702 203 - R13, A2702 204 - R13, A2702 205 - R13, A2702 206 - R13, A2702 207 - R12, A2702 208 - R12, A2702 209 - R12, A2702 210 - R12, A2702 211 - R12, A2702 212 - R12, A2702 400 - R10, A2702 401 - R10, A2702 450 - R2, A2702 451 - R2 and A2702 452 - R2.  
 Applicant: Queens Crystal Palace Euro Hotel (Jersey) Limited  
 Agent: Mr Quelch, Bilfinger GVA  
 Case Officer: Mr White

Type of floorspace	Existing floorspace	Amount lost	Amount proposed	Net increase following development
Hotel (C1)	10,015 Sq m	3,154 Sq m	24,199 Sq m	21,045 Sq m

Type of floorspace	Existing rooms / Rooms to be lost	Rooms proposed	Net additional rooms
Hotel (C1)	334 / 96 Rooms remaining 238	292	196 New total 530

Number of car parking spaces	Number of cycle parking spaces	Number of coach parking spaces
170 (net increase of 107)	40 (net increase of 40)	3 (net increase of 1)

Number of disability spaces	17
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1.1 This application is being reported to Planning Committee because objections above the threshold in the Committee Consideration Criteria have been received.

## **2 RECOMMENDATION**

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

A. 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) Coach parking management plan
- b) Car parking management plan
- c) On site car club bay secured
- d) £20,000 contribution towards potentially establishing a resident's controlled parking zone – survey reviews 12 months after completion of the development
- e) Restriction of occupation 90 days
- f) Phasing
- g) £25,000 for improving signage in the vicinity
- h) Employment and Training Strategy
- i) Travel Plan monitoring
- h) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport

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

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

### **Conditions**

- 1) Development to commence within 3 years of the date of permission
- 2) In accordance with submitted plans and documents.
- 3) Submission of details of external facing materials, key junctions, replacement canopy/shelter, roof, ventilation system, rainwater goods, cycle parking and platform lifts to the front.
- 4) Submission of details of lighting assessment.
- 5) Corridor windows on north west and north east elevations to be obscure glazed
- 6) Dining hall windows to be partially obscure glazed
- 7) Windows overlooking neighbouring communal garden from lower ground floor and upwards to be partial obscure glazed.
- 8) Windows of west elevation (rear) of mews obscure glazed and fixture shut
- 9) Submission of details of landscaping, boundary treatment, trees and green roofs.
- 10) Tree protection
- 11) Hours of use for function spaces and restaurant bars limited.
- 12) Use of gym, swimming pool, restaurant/dining areas and bar by hotel residents only.
- 13) Submission of Delivery servicing plan prior to occupation.

- 14) Submission of Construction Logistics and Demolition Plan (which shall include a site waste management plan).
- 15) In accordance with Sustainability and Energy assessment 35% betterment of building regulations in accordance with the submitted assessment.
- 16) Built to BREEAM 'Excellent' rating
- 17) In accordance with Noise Assessment
- 18) Limiting noise from air conditioning units.
- 19) Travel Plan
- 20) Sustainable Urban Drainage Systems.
- 21) Basement Impact Assessment
- 22) Building recording.
- 23) Protection of Mews during the demolition and construction
- 24) Overheating strategy
- 25) 20% car parking spaces active electric vehicle charging points further 20% provided with passive provision.
- 26) Drainage schemes to be approved
- 27) Petrol / oil interceptors fitted in all car parking.
- 28) Piling method statement to be submitted
- 29) Impact study on water supply.
- 30) Highway works
- 31) In accordance with air quality report.
- 32) Contamination - site investigations
- 33) Roof space not to be used as outside amenity area etc.
- 34) CCTV, traffic signage, cycle stands, pedestrian visibility splays to be provided and retained.
- 35) Vehicle parking, access points, refuse storage and outdoor spaces to be provided as indicated in drawings.
- 36) Food ventilation equipment.
- 37) C1 use only
- 38) Phasing plan
- 39) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

### **Informatives**

- 1) CIL
  - 2) Removal of site notices
  - 3) Subject to Section 106 agreement
  - 4) Contact Network Management prior to commencement of development
  - 5) Thames water advice
  - 6) Ventilation guidance
  - 7) Any [other] informative(s) considered necessary by the Director of Planning
- 2.4 That the Planning Committee confirms that it has had special regard to the desirability of preserving the settings of listed buildings and features of special architectural or historic interest as required by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2.5 That the Planning Committee confirms that it has paid special attention to the desirability of preserving or enhancing the character and appearance of the Church Road Conservation Area Conservation Area as required by Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 2.6 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.
- 2.7 That, if by 19 January 2018 the legal agreement has not been completed, the Director of Planning and Strategic Transport has delegated authority to refuse planning permission.

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

#### **Proposal**

- 3.1 During the course of the application amendments were made, with the main ones being:
- The retention of part of the existing mews building forming boundary wall to rear of the site.
  - Reduction in proximity of basement car park to Wakefield Gardens.
  - Introduction of obscure windows overlooking Wakefield Gardens.
  - Windows provided at top floor level on the set back top floor of the Church Road façade.
  - Reduction in proposed massing of upper element of staircase in 1970s building.
  - The simplification of landscaping and canopy to front.
- 3.2 The application now comprises the following:
- Redevelopment, extensions and excavation to provide a total of 530 hotel rooms and 170 parking spaces.
  - Demolition of buildings to the rear of the site. This will be replaced with a new rear extension (4-6 height in storeys) that has two northwards projections (the eastern most is new at 2-4 storeys and the western one has one more floor of new accommodation on existing built form) and connect via a glazed courtyard to part retained mews building. Beneath this area is the subterranean accommodation (max 5 storeys) that comprises parking, servicing and hotel leisure facilities.
  - A 5 storey extension on the south-western corner of the building with basement accommodation.
  - Single storey dining room extension to the centre rear of the Hotel.
  - The proposals also include the recladding of the existing 1970s extension and the removal of an unsightly addition to the roof of the locally listed building and hotel canopies.
  - A new vehicle crossover is proposed, which allows coaches to enter and exit the site without crossing the pedestrian entrance. The vehicle crossover to the north of the site would remain providing access to car club spaces to the front and a two

way access road along the northern site boundary to serve an access ramp down into the subterranean parking levels.

- A new exit is to be provided immediately to the west of the main hotel entrance to be used by coaches and taxis. Space for 3 coaches to drop off/pick up.
- Provision of landscaping including new trees to the front of hotel addressing Church Road.

### **Site and Surroundings**

- 3.3 The site falls within the Church Road Conservation Area and Queen's Hotel is a Locally Listed Building (dating to about 1854). The only part of the original building which remains relates to the central element of the building which fronts onto Church Road. Church Road is designated as a London Distributor Road and to the north of the site is the commercial area of Upper Norwood District Centre.
- 3.4 In the 1950s the southern wing of the Queens Hotel was demolished to create access to the Fitzroy Gardens housing estate to the west of Church Road. The hotel acquired number 120 Church Road and demolished the historic building to construct a large new northern wing in the 1970s.
- 3.5 The Queens Hotel occupies a prominent position on the street due to its large scale and massing set on a variety of planes. It is faced with stucco and decorative treatments include a projecting cornice supported by brackets, quoins and open balustrading. Unfortunately, the building includes a poorly designed extension from the 1970's.
- 3.6 The existing site is an operational hotel with 334 rooms, 38 car parking spaces at the front of the hotel and space for 25 cars to park at the rear of the hotel, bringing total onsite provision to 63 spaces (ratio of 0.19 spaces per room). There are also 2 informal spaces for coaches to drop off/pick up. No dedicated facilities currently exist for cyclists parking at the site.
- 3.7 The hotel overlooks a garden area to the west which provides communal amenity space for the houses in Fitzroy. To the south of the site is mostly residential, with a mixed character of hotel, office and residential accommodation to the north. The land level drops significantly to the rear of the site; ground level (level 0) is taken at the front of the site, the top of the ground floor level at the rear of the site is therefore roughly equivalent to the highest part of No.18 Fitzroy Gardens.
- 3.8 Nos 112-116 Church Road (immediately to the north-east) and Nos 181-203 Church Road are Locally Listed Buildings. Also Nos 124-128 Church Road (to the south-west) are statutorily listed.

### **Planning History**

- 3.9 There is significant planning history for this site the most relevant of which is:
- 03/00366/P Alterations and refurbishment of residential/garage mews for use as boarding/guest house accommodation.  
**Not determined** in December 2013 - **Dismissed** on appeal.  
The Inspector concluded that the principle of refurbishment and re-use of building would have a beneficial impact on appearance of conservation

area, but detail parts are inappropriate and would result in harm to the character and appearance of the building, and in consequent the wider area.

Change of intensity of existing windows that face properties on Wakefield Gardens would result in neighbours feeling that they are being overlooked and harm amenity. Also additional possibility that some noise and disturbance would arise from time to time.

08/03440/P Alterations; use of mews block as staff accommodation.

**Granted** in October 2008

12/01967/P Installation of replacement white aluminium windows in front and rear block extensions

**Granted** in January 2013.

12/02331/P Erection of a four-storey front/side extension with accommodation in the roofspace to provide an additional 25 bedrooms.

**Refused** in October 2013 on grounds of design and appearance of the extension and traffic generation, congestion and parking.

12/03242/P Construction of canopy to north part of building.

**Granted** in May 2013.

13/02919/P Erection of external lift at entrance.

**Refused** in October 2013.

14/03670/P Installation of glazing to the northern flank elevation at lower ground floor level.

**Granted** in November 2014.

14/03472/P Erection of four storey front/side extension (including lower ground, ground, first and second floors) to provide an additional 24 rooms; alteration of car parking arrangement and associated landscaping works.

**Granted** in April 2015. Subject to S106 - not implemented as yet.  
(this permission relates to the southern element proposed under a different guise for this scheme)

15/02363/LP Removal of existing internal fittings, and the construction of internal partitions and fittings. The application also sought to create an additional 64 bedrooms in connection with the existing Use Class C1 - Hotels.

**Certificate Granted** 24.09.2015.

15/05742/P Installation of new windows to the northern flank elevation at lower ground floor level to provide natural light to 5 hotel guest rooms.

**Granted** in March 2016

17/04332/FUL Erection of a ground and lower ground floor rear extension, to accommodate additional ancillary hotel space, and associated works.

Under Consideration.

Land adjoining No.2 Fitzroy Gardens

15/02255/P Erection of 2 three bedroom three storey attached houses; formation of vehicular access and provision of associated parking; provision of bin and cycle stores.

Refused in August 2015.

**Allowed** on appeal March 2016.

#### Pre-application

16/00019/PRE – Development Team Service application submitted in January 2016, has under gone a number of meeting and workshops, and been presented at a planning committee. The main issues raised at the Developer Presentation meeting (28 July 2016) were as follows:

#### Design and Massing:

- The Committee stressed the importance of newbuild being sympathetic to and enhancing the heritage design, also providing some symmetry
- Concern over 10% of windowless rooms (examples to be provided for information) - site visit may well prove useful
- Keen to see significant improvement to the street scene - overcladding of 1970s block welcomed.
- High quality design is important - modern interpretation enhancing the heritage building is a positive step but more work needs to be carried out to ensure that the vision is fully realised
- Enhancement of the historic elements of the scheme need to be captured early on in the project.
- Removal of additional top on existing building also considered positive.
- Canopy - the emerging design should not include the existing canopy arrangement, with a new entrance feature incorporated to complement emerging design approaches.

#### Transport and parking Issues:

- Increased parking provision welcomed with on site car parking higher % per room.
- Some concern over how parking will work - more detail required to ensure overspill kept to a minimum.
- Concern over coach parking - particularly in front of the hotel - not to have a negative impact.
- Possibility of ensuring overnight parking of coaches is off site.

#### Landscaping:

- Positive plans for landscaping at the front.
- Concern over impact of the basement excavations on trees at the rear.

#### Other issues:

- Considered a positive opportunity for up to 100 new jobs to be for local people as much as possible - but applicant will need to engage with the Council's job brokerage service.
- Importance of minimising the impact on neighbours.
- Opportunity to develop a more positive relationship with local residents with the public consultation - especially in respect of transportation impacts, car/coach parking and the overall vision for the hotel.

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

- 4.1 The application is acceptable in principle, a view which has been confirmed by the Greater London Authority.
- 4.2 The proposed development would provide minor enhancements to the Conservation Area and not harm the setting of nearby Listed Buildings. Whilst there is some minor harm to the locally listed building there are some minor enhancements and on balance the proposal would preserve the significance of the locally listed building.
- 4.3 The overall design successfully integrates the building within the wider context, ensuring that it respects the general character of the area through the use of high quality materials which respond to the historic context. The approach to massing ensures that both the south wing and rear spine elements do not appear overly dominant. The appearance of the massing is softened by the use of complementary but varying materials and interesting brick features.
- 4.4 The quality of accommodation for future hotel users is acceptable.
- 4.5 No trees will be lost and those existing will be suitably protected. A landscaping scheme will enhance the surrounds.
- 4.6 The application has demonstrated that the proposed buildings would not have a detrimental impact upon the amenity of adjoining occupiers.
- 4.7 The need for the proposed parking at a provision of 0.32 a room and 3 coach spaces has been evidenced through the submission of a Transport Assessment. Car and coach parking management plans, along with a travel plan and a post development survey will suitably control and mitigate the highway impact.
- 4.8 The development would meet BREEAM level 'Excellent' for the commercial aspect and would offset 35% of carbon emissions above a baseline of the 2013 Building Regulations. Subject to conditions suitable drainage, overheating, air quality and contamination mitigation/details can be secured.

## **5 CONSULTATION RESPONSE**

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

### **GLA (Statutory Consultee)**

- The principle of expanding the existing hotel and improving the quality of visitor accommodation is supported.
- The approach taken to layout and massing is appropriate.
- The proposal enhances the character and appearance of the Conservation Area and would not impact the setting of nearby statutory listed buildings.
- The proposals would enhance the appearance of the locally listed building. No harm to heritage assets as a result of the proposal.
- Whilst it is not possible to provide level access throughout, the accessibility of the building would be improved, which is welcomed. 10% of the new hotel rooms would be accessible.

- Further information regarding overheating, the on-site heat network and renewable energy is required.
- The applicant has identified a lack of comparable sites in the TRICS database; however, a site survey for the existing trips was not undertaken. The TRAVL sites used are also old and therefore contrary to TfL's TA Best Practice guidance, and the walk mode share is considered to be high considering the nature and location of the site. Further work is required.
- Applicant should further reduce the car parking provision. 20% of all car parking spaces will be active electric vehicle charging points which is welcomed, however, a further 20% of all car parking spaces should be provided with passive provision
- Off street car club bay is welcomed and should be secured through a S.106. A travel plan should monitor usage.
- Proposed drop-off/pick-up loop dedicated to coaches and taxis in front of the development is welcomed, however, the possibility of facilitating a taxi rank on site should be investigated.
- Coach parking bays have been proposed on site which is 8 spaces short the applicant should identify how the shortfall in spaces will be compensated for in a coach management plan, final version should be secured by condition.
- Level of cycle parking is policy compliant. Applicant is requested to reconsider the location and storage of long-stay spaces.
- Pedestrian environment review survey audit report is welcomed. As some of the low scores were a result of poor signage, a contribution of £25,000 payable to Croydon Council is sought towards improving signage in the vicinity.
- Draft travel plan and delivery and servicing plan should be amended to reflect TFL's comments.

#### **TFL (Statutory Consultee)**

- Trip generation should be amended through the use of on site surveys and TRICS data.
- Reduction in car parking to be investigated
- Passive EVCPs to be provided and secured
- Possibility of facilitating a taxi rank on site to be investigated
- Justification of off-site coach parking bays
- The location and storage of long-stay cycle parking spaces to be reconsidered
- Contribution towards signage in the vicinity is sought (£25,000)
- Travel Plan to be amended and secured through S106
- Delivery and Servicing to be amended and secured by condition
- Draft submission of a Construction Logistics Plan and thereafter secured by condition

#### **Historic England – Listed Buildings (Statutory Consultee)**

- Hotel makes a substantial contribution to the character of the Conservation Area, and is an important local landmark.
- Recognises the benefits in the proposed demolition of the 1970s northern extension. (Officer comment: the 1970's extension is to be cladded and the top canopy removed, but not demolished).
- Proposal includes the demolition of a significant number of ancillary structures and extensions, many of which feature historic elements. Single storey southern



extension has a particularly pleasing streetscape presence. These elements make a positive contribution to the character of the Conservation Area.

- The level of harm is clearly less than substantial. Harm should be weighed against the public benefits.
- Removal of the unsightly roof extension above the main entrance building will improve the architectural character of this key conservation area building. However, the introduction of a large extension at the south end would add a considerable bulk to the site. This could be mitigated by reducing the height of the northern extension by a storey, or at least setting the top floor back further, to improve the prominence of the historic hotel building in views along Church Road.

#### **Historic England – Archaeology (Statutory Consultee)**

- Recommend No Archaeological Requirement

#### **LLFA (Statutory Consultee)**

- Objection – further calculations and information required to overcome concerns.

#### **Thames Water (Consultee)**

- Recommends conditions and informatives.

#### **North Croydon Conservation Area Advisory Panel (Consultee)**

- Strongly object.
- Lack many of the amenities normally associated with large hotels.
- Question whether this is a suitable site for large extension.
- Result in the demolition of the historic mews building.
- Southern extension worsens piecemeal character as an unsympathetic element, and significantly increases the scale and massing of the structure.
- Buildings to the rear, of up to six stories, with no significant spaces between them to break up their visual impact, would further compound the huge detrimental impact on the visual amenity of the Conservation Area.
- Recladding improvement is negligible, since the incongruous scale, height and massing of this extension would be unchanged, and it is vastly outweighed by the expansion of the hotel to the south and to the rear.
- Detrimental to the setting of other attractive heritage assets nearby.
- Overdevelopment, out of keeping, which manifests itself in its numerous unacceptable features, including its visual impact on the Conservation Area and adjoining properties, the unsatisfactory nature of its accommodation, the need to undertake deep and disruptive excavations, and the highly negative traffic and parking impacts.

#### **The following were consulted regarding the submission of amended drawings:**

#### **GLA (Statutory Consultee)**

- No further comments received.

#### **TFL (Statutory Consultee)**

- Support the scheme.
- Trip generation - TfL sought the clarification of figures, and through discussion with the applicant, TfL are now satisfied with the trip generation.
- Reduction in car parking to be investigated - would have preferred to see a lower provision overall, however, the applicant should ensure measures are included within the Travel Plan to promote sustainable travel to / from the site. In addition it is understood that this level of parking is to resolve concerns over the impact for on street parking in the area which have been agreed with the Council.
- EVCP's - A further 20% of all car parking spaces should provide passive EVCPs. S106 should also secure the car club bay facility and contribution to review the CPZ requirements as agreed with the council.
- Taxi rank - accepts argument that the provision of a taxi rank would result in a reduction in coach parking, and are therefore content with the proposed provisions within the forecourt.
- Justification of offsite coach parking bays - welcomes that an updated CMP will be prepared and agreed prior to first occupation in consultation with LB Croydon and TfL, secured by condition.
- Long-stay cycle parking spaces - provision of a minimum 38 spaces satisfies the London Plan requirements.
- Travel Plan - requested that the use of car club bays are monitored through the Travel Plan (TP) to determine the demand for car club bays. This information was amended. The information on the Travel Plan is welcomed and the document should be updated. The final version secured, enforced, monitored and reviewed through a S106 agreement.
- Delivery and Servicing Plan - should be secured by condition and discharged in consultation with TfL.
- The final version of the CPMP should be secured by condition, discharged in consultation with TfL prior to occupation.

#### **Historic England – Listed Buildings (Statutory Consultee)**

- Pleased to see revisions that includes the reduction in height of the 1970s stair tower frontage which should improve the visual relationship between the Victorian entrance portion and the northern extension.
- Encouraged by the proposed retention of some of the ancillary rear elements such as the mews building.
- Textured brick samples as photographed in the overview document appear high quality.
- Whilst the main entrance canopy has now been simplified, further design details should be provided. (Officer Comment: Such details can be secured by condition).
- Whilst the demolition of the single storey southern wing is undesirable, consider this revised scheme to be a significant improvement on the original application.
- Content for your Council to determine the application without further Historic England involvement.

#### **Historic England – Archaeology (Statutory Consultee)**

- No further comments received.

#### **LLFA (Statutory Consultee)**

- No objection, subject to conditions.

### **Thames Water (Consultee)**

- No change from first set of comments.

### **North Croydon Conservation Area Advisory Panel (Consultee)**

- Despite the proposed retention of the mews buildings to the rear of the site which is welcome, previous comments are maintained. In addition concerns are raised over the quality of hotel rooms/accommodation and that it would be a continuation of the current downmarket budget hotel.

## **6 LOCAL REPRESENTATION**

- 6.1 The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. The application has also been publicised in the local press. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 249    Objecting: 249    Supporting: 0    Comment: 0

No of petitions received: 0

- 6.2 Representations have been made from the following local groups/societies (all objecting):

- The Norwood Society
- Fitzroy Wakefield Action group
- Regency Garden management (Upper Norwood) Ltd
- Crystal Palace Triangle Planning Group

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

#### Principle

- No justification. Sequential test should include Croydon centre
- No need/demand for a large hotel in this location
- No impact assessment

#### Townscape

- Loss of attractive Victorian buildings as well as less attractive ones
- Out of keeping
- Overdevelopment
- Loss of historical buildings
- Adverse impact on the Church Road Conservation Area and nearby listed properties
- Out of character
- Massing / oversized / bulky design
- Uninspiring
- Unsympathetic
- Will not preserve and enhance

- Front extension and recladding will overwhelm the core building
- Original buildings destroyed.
- Diminish the significance of the original 1850's Queen's Hotel building as a locally listed landmark
- Three times above the density guide recommended for a comparable residential scheme
- View of hotel block by coaches.
- Unsightly
- Recladding must be fireproof
- Hotel should be viewed as a whole and therefore not assessed holistically
- Materials not derived from locality
- Does not relate to setting
- Not a suitable location
- Encloses end of street view

#### Neighbour amenity

- Outlook impacted
- Overshadowing and loss of daylight
- Overlooking
- Risks to the structural integrity of adjoining properties from basement.
- No information on management methods for safe and efficient basement construction
- Will increase anti-social behaviour
- Noise and disturbance from operation and construction
- Construction may cause subsidence
- Loss of a boundary wall
- Loss of a view (OFFICER COMMENT: This is not a material planning consideration)
- Sense of enclosure created

#### Quality of accommodation

- Substandard hotel. Many rooms with no windows. Rooms small in size.
- Energy information needs expanding
- No staff accommodation
- No community/public benefit

#### Environment

- Increase air and light pollution
- Impact on water flows
- Wildlife and trees destroyed
- Map within FRA not correct

#### Transport

- Increased congestion. Church Road cannot take more traffic
- Travel assessment inadequate
- Insufficient vehicle parking
- Parking will spill into local streets
- Paid parking would create overspill
- Site not accessible
- Strain on public transport

- Object to any increase in car parking spaces
- Will increase foot traffic
- Will create inappropriate parking on local roads
- Contribution to CPZ would not be a good solution

Other

- Building works should be carried out at a reasonable time
- Phasing shows re-cladding last
- CIL should be spent locally
- Objection received but gives some credit to the extent to which the hotel has become a much better neighbour in recent years. Comment states that it is evident that the hotel has turned its focus away from often late, loud and disruptive parties to now providing accommodation for tourist groups and building firms

*Non-material issues*

- Impact on house values (OFFICER COMMENT: This is not a material planning consideration)
- Health, safety and assurances regarding construction works (OFFICER COMMENT: This is not a material planning consideration and separate legislation controls this)
- Poor reputation of operator (OFFICER COMMENT: This is not a material planning consideration)
- Hotel management/ Euro hotels group has not been receptive to issues previously raised with them (OFFICER COMMENT: This does not relate to the application submission and is not a material planning consideration)

*Procedure issues*

- Why would Croydon Council even consider any of their development applications (OFFICER COMMENT: If someone puts in a planning application in the proper way, as is the case in this instance, the Council has to process/deal with it. The Council cannot refuse to accept a planning application.)
- The hotel is buying properties in the local roads (OFFICER COMMENT: This is not relevant to the application submission)
- Further community engagement should have occurred in pre-app (OFFICER COMMENT: The extent of pre-application consultation is a matter for the applicant. The application has been advertised by the Council in accordance with requirements).

6.4 Steve O'Connell [London Assembly Member] has made the following representations (objecting):

- Overdevelopment and new visitor accommodation should be focussed in town centres which provide good public transport access
- Out of keeping with Church Road Conservation Area, which comprises a mid/low rise detached residential area with well-spaced buildings;
- Parking provision is inadequate and could negatively impact on surrounding residents;
- The site has poor accessibility to public transport;
- Negative impact on the designation of the 1850's Queens Hotel building as a locally listed landmark.

6.5 Fiona Twycross [London Wide Assembly Member] has made the following representations (objecting):

- Multi-story car close to resident's gardens and would overlook their properties.
- Impact on light has not been fully considered and will block out light for neighbouring properties.
- Not in keeping with the character of the area and heritage of that period will be lost
- The scale of the proposed hotel obtrusive. Larger than those that were first consulted on, so it seems consultation has been poor.

6.6 Helen Hayes MP – Dulwich and West Norwood (within adjoining London boroughs Lambeth and Southwark) (objecting):

- Demolish a number of listed Victorian buildings
- Not in keeping with the predominant Victoria style of architecture in the surrounding area
- Undermine the cultural and architectural heritage of the area.
- Inevitably increase demand for services such as deliveries, parking and staff accommodation
- Increase noise and anti-social behaviour
- Hotel has dismissed neighbours attempts to discuss concerns
- Request Council to refuse

6.7 Cllr John Wentworth has made the following representations (objecting):

- Objection. Will have a negative impact on the residents of Upper Norwood.

**Following the submission of amended drawings the application has been re-publicised by way of one or more site notices displayed in the vicinity of the application site. The application has also been publicised in the local press.**

6.8 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: 50      Objecting: 50    Supporting: 0    Comment: 0

No of petitions received: 0

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

- The Norwood Society (objecting)

6.10 *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:*

Principle

- Not an appropriate location
- Does not adhere to the London Plan
- Reason for expansion not known / concern about feasibility

Townscape

- Overdevelopment
- Out of scale / character
- Does not preserve or enhance the Conservation Area
- Demolition not justified
- Design does not respect the heritage of the original hotel.
- Excessive massing and scale
- Overbearing design
- Loss of / no protection of trees
- Minimal landscaping
- Layout, siting, height do not respect local buildings
- Ignores nearby historic buildings

#### Neighbour amenity

- Overshadowing
- Noise and disturbance
- Diminish the ambience of the Regency Garden
- Create pollution, including light/air
- Flooding
- Visual intrusion
- Loss of light
- Plans do not accurately represent location of houses
- Possible subsidence from basement
- How will transient residents be managed
- Implications regarding basement impact

#### Quality of accommodation

- Not an improvement in hotel accommodation
- Normal hotel facilities missing

#### Transport

- Not enough coach spaces
- No car parking for staff
- Inadequate parking provided

#### *Procedure*

- Business is buying up homes nearby (OFFICER COMMENT: This is not relevant to the application submission)
- Need for potential access over land not discussed (OFFICER COMMENT: This is a civil matter between land owners)

#### 6.11 Helen Hayes MP – Dulwich and West Norwood (within adjoining London boroughs Lambeth and Southwark) (objecting):

- Overdevelopment and loss of amenity – will cause loss of privacy and light.
- Parking and anti-social behaviour - demand for the limited amount of parking spaces will grow - increase of anti-social behaviour as Queen's Hotel prepare to receive more guests.

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

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

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

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

7.4 Consolidated London Plan 2016 (LP):

- 4.5 London's visitor infrastructure
- 4.12 Improving opportunities for all
- 5.1 Climate Change Mitigation
- 5.2 Minimising Carbon Dioxide emissions
- 5.3 Sustainable design and construction
- 5.4A Electricity and gas supply
- 5.6 Decentralised energy
- 5.7 Renewable Energy
- 5.9 Overheating and cooling
- 5.10 Urban Greening
- 5.11 Green roofs and development site environs
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.15 Water use and supplies
- 5.18 Construction, excavation and demolition waste
- 6.3 Effects of development on transport capacity
- 6.8 Coaches
- 6.9 Cycling
- 6.10 Walking
- 6.12 Road Network Capacity
- 6.13 Parking



- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public realm
- 7.6 Architecture
- 7.8 Heritage assets and archaeology
- 7.9 Heritage led regeneration
- 7.14 Improving air quality
- 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
- 7.21 Trees and Woodland
- 8.2 Planning obligations
- 8.3 Community infrastructure levy

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

- SP1.1 Sustainable Development
- SP1.2 Place making
- SP1.3 Growth
- SP3.8 Employment – Development of visitor accommodation within Croydon Metropolitan Centre, District Centres and Local Centres.
- SP4.1-4.2 Urban Design and Local Character
- SP4.11-13 & 14 Character, Conservation and Heritage
- SP6.1 Environment and Climate Change
- SP6.2 Energy and CO2 Reduction
- SP6.3 Sustainable Design and Construction
- SP6.4 Surface water drainage, flood risk and SUDs
- SP7.4 Enhance biodiversity
- SP8.3-8.4 Development and Accessibility
- SP8.6 Sustainable Travel Choice
- SP8.13 Motor Vehicle Transportation
- SP8.16-17 Parking

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

- UD2 Layout and siting of new development
- UD3 Scale and design of new buildings
- UD6 Safety and security
- UD 7 Inclusive Design
- UD8 Protecting residential amenity
- UD13 Parking design and layout
- UD14 Landscape design
- UC3 Development Proposals in Conservation Areas
- UC9 Buildings on the Local List
- UC11 Development proposals on Archaeological sites
- NC4 Woodland, Trees and Hedgerows
- T8 Parking
- EP1 - EP2 Pollution
- T2 Traffic Generation from Development

- T4 Cycling
- T8 Parking
- HT1 Visitor Accommodation

## 7.7 Emerging Policies CLP1.1

- SP1.1 Sustainable Development
- SP1.2 Place making
- SP1.3 Growth
- SP3.8 Employment – Development of visitor accommodation within Croydon Metropolitan Centre, District Centres and Local Centres.
- SP3.14 Employment & Training
- SP4.1-4.2 Urban Design and Local Character
- SP4.11-13 & 14 Character, Conservation and Heritage
- SP6.1 Environment and Climate Change
- SP6.2 Energy and CO2 Reduction
- SP6.3 Sustainable Design and Construction
- SP6.4 Surface water drainage, flood risk and SUDs
- SP7.4 Enhance biodiversity
- SP8.3-8.4 Development and Accessibility
- SP8.6 Sustainable Travel Choice
- SP8.13 Motor Vehicle Transportation
- SP8.16-17 Parking

## 7.8 Emerging Policies CLP2

- DM9 - Development in edge of centre and out of centre locations
- DM11- Design and character
- DM11.1- Quality and character
- DM11.2- Quality of public and private spaces
- DM11.6- Protecting residential amenity
- DM11.7- Design quality
- DM11.9- Landscaping
- DM11.10- Architectural lighting
- DM11.1 – Minimise inactive frontages.
- DM14- Refuse and recycling
- DM15- Public art
- DM17.1- Promoting healthy communities
- DM19.1- Character, appearance and setting of heritage assets
- DM19.2- Proposals affecting heritage assets
- DM19.3- Listed buildings, scheduled monuments and registered parks and gardens
- DM19.4- Conservation areas
- DM19.5- Locally listed buildings
- DM19.6- Local heritage areas
- DM19.9- Archaeology
- DM24- Development and construction
- DM25- Land contamination
- DM26.1- Flooding
- DM26.3- Sustainable drainage systems

- DM28- Biodiversity
- DM29- Trees
- DM30- Promoting sustainable travel and reducing congestion
- DM31- Car and cycle parking in new development

7.9 The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) have been approved by Full Council on 5 December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3 February 2017. The examination in public took place between 16th May and 31st May 2017. Main modifications have been received from the Planning Inspector and the Council are consulting on these modification during the period 29 August – 10 October 2017.

7.10 According to paragraph 216 of the NPPF, relevant policies in emerging plans may be accorded weight following publication, but with the weight to be given to them is dependent on, among other matters, their stage of preparation. Now that the main modifications to CLP1.1 and CLP2 have now been published for consultation, there are certain policies contained within these plans that are not subject to any modifications and significant weight may be afforded to them on the basis that they will be unchanged when CLP1.1 and CLP2 are adopted and the Inspector would not ask for consultation on Main Modifications if he was going to find the whole Plan unsound. However, none of the policies that can be afforded significant weight would have a bearing on the proposal to the extent they would lead to a different recommendation. The other policies that are subject to further consultation through the Main Modifications do not outweigh the adopted policies listed here and therefore, do not lead to a different recommendation.

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

- Conservation Area General Guidance
- Church Road Conservation Area Appraisal and Management Plan

## **8 MATERIAL PLANNING CONSIDERATIONS**

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

1. Principle of development
2. Impact of the proposal on the townscape, visual amenities and heritage assets
3. The impact on adjacent occupiers
4. Transport
5. Environment
6. Other planning issues

### **Principle**

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

8.3 Policy HT1 of the Croydon Replacement UDP states that the development or enlargement of hotels of 50 or more bedrooms, or the provision of conference or

exhibition facilities, will not be permitted outside Croydon Metropolitan Centre unless a need for the development has been demonstrated, and a sequential test approach to select a site has been undertaken. There is no policy requirement for the need for a development to be demonstrated in either the NPPF or the emerging Croydon Local Plan. Therefore the need for the development is not required to be demonstrated. Nonetheless the supporting documentation states that the occupation rates are consistently at 85% - 95% across the site and the proposed quantum of accommodation is strongly dictated by existing and anticipated occupancy levels. In contrast, the England Occupancy Survey (EOS) Results 2016, average occupancy levels for hotels for the year 2015 stood at 70%.

- 8.4 A sequential test has been submitted which has assessed seven sites within the Crystal Palace and Upper Norwood District Centre on the basis of the increased quantum of rooms. Planning permission (14/03472/P) was granted for an extension to the existing Queens Hotel to provide an extension of 24 rooms. This planning application included a sequential assessment and in granting planning permission for this application, the Council was satisfied that the sequential test had been passed. The sequential assessment attached to this current application uses the same methodology with the focus of the assessment on sites in the Crystal Palace and Upper Norwood District Centre. This reflects the fact that the application responds to a need for a greater provision of guest accommodation in the Crystal Palace area, therefore considering alternative centres would not enable this location specific need to be met. It is not expected that a proposal should relocate to a smaller, more central site which would not be able to deliver the quantum of floorspace sought by the applicant.
- 8.5 It is considered that the sequential test supplied with this application complies with paragraph 24 of the NPPF as seven alternative sites within the nearest district centre have been adequately assessed. The seven sites are of varying scales and location so the applicant has successfully demonstrated flexibility in considering other locations which could accommodate the proposed hotel development. The sequential assessment confirmed that the application site is the most suitable location for the proposed scheme as there are no alternative locations within Crystal Palace and Upper Norwood District Centre which can accommodate the proposed accommodation, with them all being unsuitable and unavailable. Therefore, the sequential test has been passed and the proposed development is supported in policy terms.
- 8.6 A number of consultation responses state that an impact assessment is required as the scheme is greater than 2,500 sq m. Paragraph 26 of the NPPF states 'when assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sq m).'
- 8.7 The glossary of the NPPF is clear that a hotel is tourism development and not retail, leisure or an office use. On this basis there is no impact assessment requirement.
- 8.8 Following the publication of the Inspector's recommended Main Modifications to the Croydon Local Plan: Strategic Policies – Partial Review (Proposed Submission) and the Croydon Local Plan: Detailed Policies and Proposals (Proposed Submission) only minimal weight can be given to the policy DM9 Development in edge of centre and out of centre locations for the determination of this application. The draft policy required an impact assessment for such a scheme, however, practically no weight can be given

to the draft policy and the above consideration that an impact assessment is not required is sound.

- 8.9 London Plan policy 4.5 on Visitor Infrastructure states that across London there is demand for an additional 40,000 hotel rooms through to 2036 and requires at least 10% of rooms to be accessible. 10% of the new hotel rooms would be accessible. These are shown on the plans and are located within the new build element, with convenient level access to the lobby and Blue Badge parking spaces in the basement, which is supported.
- 8.10 The application has demonstrated that 10% of rooms will be wheelchair accessible and the assessments submitted evidence that there are no sequentially preferable locations in Croydon that can accommodate the development and subsequently it is considered that the development complies with policy 4.5 of the London Plan.

### **Impact of the proposal on the townscape, visual amenities and heritage assets**

- 8.11 The application site is located within the Church Road Conservation Area and the Queens Hotel is a locally listed building. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 imposes a general duty as respects conservation areas and requires the Council to pay special attention to the desirability of preserving or enhancing the character or appearance of that Area. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that the Council has had special regard to the desirability of preserving the settings of listed buildings and features of special architectural or historic interest.
- 8.12 The Conservation Area General Guidance SPD provides guidance for development and maintenance in Croydon's conservation areas. This was adopted on 22 April 2013. The Guidance states the Council will pay specific attention to the quality of the proposal and how the design understands, respects, complements, interprets and enhances the conservation area's special character and appearance. In addition, extensions to historic buildings must be designed to complement the character of existing buildings and where appropriate architectural detailing on existing properties should be repeated or reflected in the design and detailing of any extensions.
- 8.13 A Heritage Statement has been prepared to support this development, recording the history and development of the Queens Hotel and providing justification for the redevelopment.

#### Heritage

- 8.14 The Queen's Hotel is a locally listed building within the Church Road Conservation Area. It is identified in the Conservation Area Appraisal and Management Plan as a landmark in the area, due to its historic character and large scale and massing.
- 8.15 A heritage statement has been submitted with the planning application which sets out the history of the site and identifies some of its significances. The document contains limited analysis of the rear wing, which is shown on mapping by 1896, and also does not identify the significance of the southernmost one storey element of the front elevation; both of these elements are proposed for demolition. It identifies the significance of the main façade in relation to the conservation area/townscape, but not as a locally listed building in its own right.

- 8.16 Notwithstanding this: The hotel is of historic significance due to its association with the relocation of Crystal Palace nearby, and the major impact this had on the affluence and development of the area. The principal architectural interest of the locally listed building lies in the historic elements of the main elevation. This is also the element that is most prominent in the townscape and thus makes the greatest contribution to the conservation area. As demonstrated by the heritage statement, the building has developed in a piecemeal fashion over a period of time. This forms part of its significance and is evidenced by the numerous buildings on different planes incorporated within the site. It is noted that the frontage previously displayed greater symmetry, which has been lost in the 1950s and 1970s through the loss of the south wing to fire, and extension to the north. The extension to the north is considered harmful to the conservation area.
- 8.17 The buildings to the rear wing incorporate numerous phases of development which are mostly of little architectural interest. Some elements such as the building with bay window visible from Fitzroy Gardens display some architectural interest. It is understood the rear areas were mainly previously used for service uses including stabling (although the use of those elements visible from Fitzroy Gardens is questioned). They represent evidential interest in what they reveal about past use of the site and through their association with the existing hotel. They are however much altered and relate poorly to one another in urban design terms, which reduces their overall significance. Notwithstanding this it is recommended that in the event of permission a condition is attached to require a building record. The record should include further analysis of the uses and significance of the different buildings and areas, alongside a photographic survey of the site. A copy of the resultant report should be submitted to the local archive to be made available to the public.
- 8.18 The wall and associated structure to the very rear of the site (backing on to Wakefield Gardens) form part of a building identified in the Heritage Statement as a 'mews building'. Following significant concerns from neighbouring occupiers regarding the retention of the rear boundary wall and mews building the scheme has been significantly altered to accommodate this. The mews building along the rear of the site has been retained and a glazed canopy introduced to the courtyard space to connect with the new hotel accommodation. The Inspectors decision on application 03/0366/P described the building as moderately attractive and of generally solid appearance. This building is of limited architectural interest but does retain some evidential interest and is supported. A condition is recommended to require a method statement for how the wall and mews building will be protected and retained during construction.
- 8.19 Part of the significance of the Queen's Hotel lies in its multiple phases of development which are evident in the built fabric. This character, alongside evidence for a former south wing on the same site, justifies the acceptability in principle of an extension to the south. The arcade forms part of the original hotel building, and would be demolished as part of the proposed extension. The loss of this fabric causes some harm to the locally listed building. It is however acknowledged that the significance of this element has been eroded by the alteration of the building and loss of symmetry throughout the building's history.
- 8.20 There are a number of major improvements to the front of the building and plot that enhance the Conservation Area. The reduction in an unsightly addition at roof level above the main entrance area and the replacement of the current canopy are both positive changes. Alongside this is the reduction of mass (removing roof canopy) and re-cladding of the 1970's element are welcome improvements. Car parking to the front

would be reduced and replaced with greater levels of soft landscaping and hard landscaping upgraded. These are all welcomed and would enhance the area, as these elements currently detract from the conservation area.

- 8.21 The proposed dining room sits above an existing extension. Although the tripartite windows to the rear elevation would be lost, which is regrettable, the contemporary appearance of the extension is sensitive to the locally listed building. The palette of materials, bronze metal cladding (including window frames), matching render and bronze aluminium coping to the roof, would also be complimentary and sympathetic to the Queens Hotel
- 8.22 Four listed buildings (Beulah Villa, Westow Lodge, Rockmount and Rosebank all on Church Road) and 11 locally listed buildings are identified in the vicinity of the proposal. Although the proposed new south wing will be visible in the setting of the listed buildings particularly to the immediate south of the site, it is not considered to have a harmful impact on this setting and the general surrounds would be preserved. The nearest locally listed building is to the north of the site on the neighbouring plot, this building is closest to the proposed improvements to the 1970's extension. The setting of all the surrounding locally listed buildings along Church Road would not be have their setting harmed and the general surrounds would be preserved.

#### Layout, Height, Scale and Massing

- 8.23 The layout of the proposals is influenced by the existing and historic built form and is in principle acceptable.
- 8.24 The height of the proposed south wing retains a subservience to the main locally listed façade and is considered acceptable. The width and overall massing similarly relates well to the overall composition, providing an improved terminus and balance to the overall composition.
- 8.25 Enhancements to the appearance of the existing north extension enable a greater sense of verticality which improves the perceived mass in relation to the historic building. The actual mass of the building would benefit from reduction and this has been achieved through the proposed top floor being set back above the main central section of the building and at the top of the 1970s extension with the canopy being removed. The 1970's part of the building is identified as out of keeping with the conservation area (as identified in the CAAMP) and also detracts from the locally listed building. The stairwell on this side of the proposal has also been reduced down in height through the revisions to the scheme, which is welcomed and supported. Ideally this stairwell would be recessed and the top floor completely removed from the 1970's extension, however, it is acknowledged that the massing is existing and this does improve on it, and therefore largely preserves and improves the existing situation.
- 8.26 Demolition and rebuilding of the rear wing provides a consistency and improved relationship with the main building in urban design terms. The proposed extension is of a large scale and massing, but sits below the height of the main building and steps down towards the boundaries of the site. The topography helps reduce the impact of an extension of this size and the proposed gap between the main building and the rear extensions is appropriate. Views of the rear extension from Church Road (where the extension would be viewed in association with the main elevation of the locally listed building and in the conservation area) are limited.

8.27 There are views of the site from Fitzroy Gardens, particularly from the spur, and from the adjacent private communal gardens, the latter of which is within the Conservation Area. During the course of the application the massing of the scheme has been reduced in this location. Parts of the building would still be visible, however, the combination of the reduction in massing and the existing trees result in an acceptable impact on the street scene and neighbouring gardens.

#### Design and Appearance

8.28 The proposed design of the south wing and re-clad north extension relate to the rhythm and proportion of the existing building and are therefore considered appropriate. The set-back section at the junction of the existing building and proposed extension allows the historic building to remain prominent and the quoins to remain uninterrupted.

8.29 The simplicity of the design of the new brick and bronze elements relies on the use of high quality detailing and deep reveals to ensure an appropriate level of relief to the elevation. Large scale sections and details of the proposed new elements would be secured by condition, to ensure appropriate design quality and slim detailing.

8.30 The overall elevational treatment of both the re-clad existing elements and the new elements at the front and at the rear have been revised during the course of the submission. Further brick detailing has been included and this patterned brickwork of some bricks pulled out and in will help create interest and depth without dominating or cluttering the elevations. The variety in the elevational language and materials helps to break up the elevation, particularly the rear spine, predominantly through the treatment of the brickwork.

8.31 The contrasting modern, lightweight design to the proposed dining room helps limit impact on the massing of the overall building and allows the historic building to remain legible.

8.32 Removal of the existing canopies to the front elevation is welcomed. Large scale details are required of the proposed replacement canopy and that to the front of the refurbished 1970's extension and can be secured by condition.

8.33 It is noted in the Heritage Statement that the rainwater goods and service runs will be rationalised. In principle this is welcomed, subject to details to ensure appropriate rationalisation and that the works do not remove any historically significant rainwater goods. Details could be provided by condition.

#### Materials

8.34 Buff brick and bronze materials are proposed for the new build and re-clad elements. This provides an appropriate sympathetic palette which nevertheless retains a clear contrast with the historic building. Samples are shown within the design and access addendum which show a high quality, nonetheless, a condition will be required to ensure that all the materials are of appropriate quality and that the tone and warmth of the materials complements the existing building.

#### Landscaping and Trees

8.35 The proposals include introduction of greater soft landscaping to the front and the revisions during the course of the application have increased this again which is welcomed.



- 8.36 On the first submission drawings there were a number of structures and other additions which cluttered the front amenity space. To rectify this tables and free standing planters have been removed and cycle stands moved away from the building. The pergola / shelter area has also simplified into a lightweight contemporary bronze aluminium design. The soft landscaping area to the front has also been increased which will allow for larger trees to be planted. This more simplified space works well with better circulation whilst still accommodating two car club bays. The reduced clutter and increased soft landscaping represent an improvement and enhance this area of the site. Nonetheless, full landscape proposals and samples of hard landscape materials will be required by condition.
- 8.37 Retention of the front boundary wall is appropriate. Widening of the proposed vehicle entrances are limited to the minimum necessary. Details in relation to a lighting strategy and installations used can be secured by condition.

### Summary

- 8.38 This is already the largest and most prominent building in the conservation area, and despite alterations remains legible as an 1850s hotel. Taken together, the new works to the main frontage are well subordinated formally and differentiated compositionally so as to preserve the significance of the locally listed components that form the centrepiece of the Church Road elevation.
- 8.39 The development would not undermine or diminish the quality of the building, but balance and enhance the appearance from Church Road. The extensions to the rear are large, but sufficiently subservient in relation to the building not to appear harmful or overbearing. Moreover, they are significantly obscured by trees within the large neighbouring private communal garden.
- 8.40 The contemporary architectural treatments have interest and would be finished with high quality materials. A number of improvements to the central frontage building have also been made, along with an improved area to the front of the building. The overall finish is one that works with the building and preserves and enhances the character and appearance of the Conservation Area.
- 8.41 The scheme as proposed contains a number of subterranean rooms with partial windows, lightwells and some windowless as identified in the table below.

	Existing		Proposed			
	Existing	% of total existing rooms	Existing retained	New build	Total proposed	% of total proposed rooms
Rooms with no windows	39	12%	39	37	76	14%
Rooms with lightwells	0	0%	0	38	38	7%
Rooms with partial/obscure windows	39	12%	35	0	35	7%

Rooms with full windows	256	76%	164	217	381	72%
Total	334	100%	238	292	530	100%

8.42 Although the hotel does have a number of rooms that are not full windows, it must be noted that there are currently no policies that seek to protect amenity of occupiers in hotel accommodation. Furthermore, during the pre-application the applicant provided officers and Members of Planning Committee the opportunity to view windowless rooms of a similar size in the existing hotels. Officers found the accommodation acceptable and the number of these rooms is not considered to present as poor quality design.

8.43 These proposals will deliver a net increase of 196 new hotel rooms across a range of accommodation formats. 30 and 32 of the additional rooms will be accessible and 'family rooms' respectively and will have a slightly larger layout than the remaining rooms which is welcomed.

#### Landscaping and Trees

8.44 No trees are to be removed and the proposed development has been designed to avoid conflicts with retained and neighbouring trees. Subject to suitable tree protection measures, which can be secured by condition, the proposals are acceptable in relation to existing trees in and close by to the site. A landscaping scheme, with new tree and shrub planting is proposed, which greatly increases the greenery within the site, particularly to the front, which is supported.

#### The impact on adjacent occupiers

8.45 The proposed extension on the south side of the building would be removed from No.124 Church Road by 20.5m and separated by Fitzroy Gardens. There are some flank windows facing towards this neighbour, but these are secondary and corridor windows and could be obscure glazed to prevent any loss of privacy. The distance is sufficient to prevent any harmful loss of outlook or visual intrusion.

8.46 No.2 Fitzroy Gardens and the recent permission for a new house at land adjacent to No.2 would be orientated so that outlook and intrusion would be limited. However, there would be windows facing the garden areas, at a distance of 8.5m and 14.5m from the adjacent plot and No.2 Fitzroy Gardens respectively. The distance is 1.5m closer than that allowed under previous applications 12/02331/P and 14/03472/P. It is appreciated that there would be 5 storeys of accommodation and 5 windows per floor rather than 3 storeys and 3 windows per floor, however, there is no direct looking into the properties and the distance is sufficiently comparable to that previously allowed for it to be acceptable in this instance and would not be sufficient to warrant a refusal reason. Given the orientation of this element in relation to the properties along this side of Fitzroy Gardens no harmful loss of outlook or visual intrusion is envisaged.

8.47 No 18 Fitzroy Gardens is located to the south of the rear part of the building. The hotel at this point would be of a similar height to the properties along Fitzroy Gardens and not extend beyond the rear building line of No.18. There is a tree between the front of No.18 and the hotel, which partly obscures the buildings from each other. The development would be at an angle from this neighbouring building thereby and

separated by 10m, accordingly there would be no harmful visual intrusion. No.18 has habitable accommodation at first and second level making it more sensitive to overlooking, however, projecting windows that face eastwards away from the neighbour have been proposed so that privacy is maintained.

- 8.48 The building, 2 storeys in height, currently abuts the boundary to the rear of the site with No.7-15 Wakefield Gardens. Following revisions during the course of the application the majority of this 'mews' building would be retained thereby maintaining the same relationship with properties on Wakefield Close as existing. The proposed basement beneath this has also be moved away from properties on Wakefield Close to a distance of 22.3m (increased from 10.2m). There are existing windows on the rear elevation, these are retained, but a condition is recommended to obscure glaze these to prevent any overlooking. The relationship with these neighbours is acceptable.
- 8.49 The extension to the rear of the building would, in part, extend northwards towards Silverton Cottage. This northwards projection steps down in height from 4 to 2 storeys in height 11m from Silverton Cottage. This projection would extend beyond the rear of Silverton Cottage or encroach a 45 degree angle from the front of Silverton Cottage. Given the distance, height and orientation the outlook would not be significantly adversely impacted. Other than corridor windows which can be obscure glazed there are no flank windows on this part of the extension so no overlooking would occur. There are windows facing west (towards Silverton Cottage) from an extension, however, this is above existing hotel accommodation facing the same way and at a distance of 20m. Given this no harmful overlooking is envisaged.
- 8.50 The dining room extension is sufficiently removed from the neighbouring house plots for there to be no loss of outlook or privacy, particularly as the addition would not be in direct alignment and screened by vegetation. This extension would face towards the communal private garden, however, the windows are to be screened up to to height of 1.4m which is acceptable given the nature of the dining room use and communal neighbouring land. Subject to a condition securing the obscured screening no harmful overlooking is envisaged.
- 8.51 Revisions to the scheme have also seen the introduction of partially obscure glazed windows to the rear spine elevation facing the private gardens, which prevents any harmful overlooking.
- 8.52 All the adjoining properties have been subject to a daylight (109 windows), sunlight (67 windows) assessment. The report clearly demonstrates that there is no harmful impact of the development on the nearest residential properties to the site. These have been assessed in accordance with the 2011 BRE Guidelines. In addition the large open amenity space to the south would have a minimum of 2 hours of sunlight on 21 March over at least 80% of the analysed space and therefore comply with guidance.
- 8.53 It is appreciated that the hotel use is existing, however, there is an increase in floor space creating noise and other disturbances, particularly from comings and goings. An environmental noise assessment has been submitted and suggests conditions are used to control the fixed plant noise impact. In terms of noise impact the Councils Environmental Consultant has raised no objection to the proposals.
- 8.54 There are limited details regarding the proposed ventilation system, however, neighbour occupiers are well removed from the dining area and on that basis a condition to secure details prior to any installation would be acceptable.

8.55 A Basement Impact assessment has been submitted and viewed by the Councils Building Control team. The report is effectively a structured first stage risk assessment and such a report is as expected at this stage as planning permission has not been secured. The revisions to the scheme will effectively reduce the risk of ground movement impacts to neighbouring buildings as the basement boundary will be further from the properties on Wakefield Gardens. A condition is recommended that secures a suitably qualified chartered engineer with membership of the appropriate professional body to inspect, approve and monitor the critical elements of the basement construction works throughout their duration. It should be noted that the appointed building control body would have no control over the temporary support and construction methods employed by the developer. Such aspects of the work are influenced and governed by separate legislation e.g. Party Wall Act, Construction Design and Management regulations and civil law.

### **Transport**

8.56 The site is located in an area with a PTAL rating of 3, which is moderate and is also well located for the services and facilities afforded by Upper Norwood District Centre.

8.57 The application is supported by a Preliminary Construction Management Plan and a Transport Assessment, which includes a Car Park Management Plan, Coach Management Plan, Delivery and Service Plan, and Framework Travel Plan.

8.58 The proposed expansion would increase the number of rooms to 530 and provide a total of 170 parking spaces (0.32 spaces per room, up from 0.2 spaces per room)). Of these there would be a total of 17 disabled spaces located on over levels -2 and -3 and 15 van spaces on level -2. In addition there will be parking for 3 coaches to the front of the site and space for 2 car club bays with 1 being provided initially and the second used as a drop-off bay until demand is determined. There is also space within the front forecourt area for drop-off and pick-up.

8.59 The London Plan Policy 6A.8 does not set maximum parking standards for C1 land use, however sites located in areas with PTALs between 1 and 3 should be consistent with policy objectives to reduce congestion and traffic levels. Whilst it is recognised that the level of parking provision could be considered as excessive, given that the proposed is a more conventional hotel marketed towards for tourists and business travellers a greater turnover of rooms is expected. This coupled with the potential impact on-street parking stress, along with local residents concerns regarding the impact of on-street parking on the surrounding road network the proposed expansion could cause, an objection to the proposed increase in the level of parking provided on-site is not raised. This level of parking is also supported by the trip generation rates outlined in the Transport Assessment (TA).

8.60 A Car Park Management Plan is included in the TA and includes a commitment to monitor usage of the car park and nearby streets, and if it is evident that parking associated with the hotel is contributing towards additional on-street parking pressure in the vicinity of the hotel, the applicant is willing to agree a reasonable contribution towards establishing a resident's controlled parking zone. No timescale or contribution figure is provided and this would need to be included in a legal agreement. The Councils parking services have viewed the proposals and suggest that 12 months post completion is a suitable time to conduct the post development surveys and that £20,000 is a reasonable financial contribution for works to be completed if required.

- 8.61 The TA states that provision will be made for 34 Electric Vehicle Charging Points within the parking areas (20%), which can be secured by condition.
- 8.62 The TA provides vehicle trip generation details for the proposed expansion and it is clear that the level of increase would not be significant in terms of impacting on the surrounding road network.
- 8.63 Parking is to be provided for 3 coaches. Whilst this is below the London Plan standards of 1 space per 50 rooms, which would require 11 spaces, the TA provides evidence that this should be sufficient to meet the requirements of the hotel. Estimated daily coach person trips indicate approximately eight coaches could visit the site across an entire day on average. It is currently proposed to provide three coach parking bays on the development site, which will cater for the likely demand from coaches visiting at any one time. The parking spaces will require pre-booking, therefore ensuring that coach arrivals are pre-planned and catered for on-site. Beyond this a Coach Management Plan has also been provided, which sets out the system for booking coaches in to ensure that a space is always available and identifies available sites where coaches can park off-site once passengers have been dropped off. A vehicle swept path analysis has also been provided to show that coaches can exit and enter the site in forward gear and manoeuvre within the site. Given the size and nature of coach spaces, and the desire to keep the frontage as open and green as possible, the limitation of coach spaces also helps to preserve the setting of the building and Conservation Area.
- 8.64 The proposals require the provision of a new vehicular access which will in turn require the modification/loss to an on-street parking bay (sufficiently for 4/5 spaces). No plans have been submitted to show whether this will be modified or removed, however, the loss of these spaces is acceptable in principle, particularly given it will aid the free flow of traffic along Church Road. The details of the changes would be secured via highway agreements (S284 and S278) and a Grampian condition can ensure that these are entered into.
- 8.65 A service yard is located to the rear of the site and a vehicle swept path analysis of this area has been provided indicating that vehicles can enter and leave in a forward gear. The Delivery Service Plan provides detail of the frequency of service vehicle trips and justifies the single bay provided.
- 8.66 A cycle store for long stay parking of 20 cycles is provided to the west of the site and stands for 12 short stay cycle spaces to the east adjacent to the main entrance to the hotel. This complies with the standards set out in the London Plan and is therefore considered acceptable.
- 8.67 A Framework Travel Plan and a Preliminary Construction Management Plan have been submitted, the structure of both documents are acceptable, full and final versions will be secured by condition when further details such as the contractor are known. A full Construction Logistics Plan will also be secured by condition.

## **Environment**

### **Sustainability**

- 8.68 The application has submitted an energy assessment which evidences that the development follows the Energy Hierarchy (Be Lean, Be Clean, Be Green). Through

energy efficiencies, CHP and air source heat pumps the resultant expected savings equate to an on-site reduction of 851 tonnes of Carbon Dioxide per annum, this equates to 61% savings against a mixed 2013 Building Regulations and existing building baseline compliant scheme. This presents an acceptable approach to carbon reduction, and is compliant with the London Plan target of 35% for non-domestic buildings. Documents have also been submitted to show that BREAAAM Excellent is achievable. Notwithstanding this, it is considered appropriate to include conditions that will require the submission of a report showing the target has been met together with the SAP and EPC Certificate(s), detailed evidence of the CHP installed and any evidence of renewables installed. Prior to the first occupation of the building a report and certification will also be required to be submitted confirming that the standard has been achieved in construction.

#### Flooding

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

#### Air Quality

- 8.70 The Councils Environment Consultant has raised no objection to this aspect of the proposals, but does suggest that the mitigation measures identified within the air quality report should be secured by condition. Mitigation measures relate to the construction period of the development and primarily to control dust. During operation the development impact is negligible and therefore no mitigation is required. The predicted air concentrations at the building façades are within the relevant air quality standards and the energy centre emissions are air quality neutral.

#### Contamination

- 8.71 A Phase 1 Contamination Assessment has been submitted that, given that there is some uncertainty as to the presence or otherwise of contamination onsite it is recommended that an intrusive site investigation is conducted and secured by condition.

#### Overheating

- 8.72 An overheating analysis has been undertaken, the assessed hotel bedrooms are predicted to satisfy the overheating risk criteria for the historic weather data with the use of efficient lighting, mechanical ventilation, solar control glazing and retractable blinds. However, passive design strategies alone cannot satisfy overheating for future years. Accordingly some form of cooling is suggested to insure satisfactory levels of thermal comfort and future proof the overheating risk, the details of such could be secured by way of condition.

#### **Other Planning Issues**

- 8.73 The phasing order would run with the dining extension, south wing/frontage in front of original building, rear spine and the re-cladding/western spine finger/frontage of 1970's

extension as phases 1, 2, 3 and 4 respectively. The re-cladding and a small area of frontage works falls within the last stage. To secure these works it is considered that a phasing programme is secured in the S.106 that restricts occupation of rooms until the re-cladding is completed. There are 63 rooms (11.8% of total) within the 1970's block that fronts Church Road, it is recommended that these cannot be occupied until the re-cladding is completed. This retains a commercial incentive to finalise the scheme.

8.74 In relation to staff accommodation, the hotel operates a 'local employment' policy in which it actively employs local staff. The expansion of the premises will enable any staff that do need to stay overnight within the hotel accommodation, furthermore, the car parking management plan could cater for staff parking following guests as the preference.

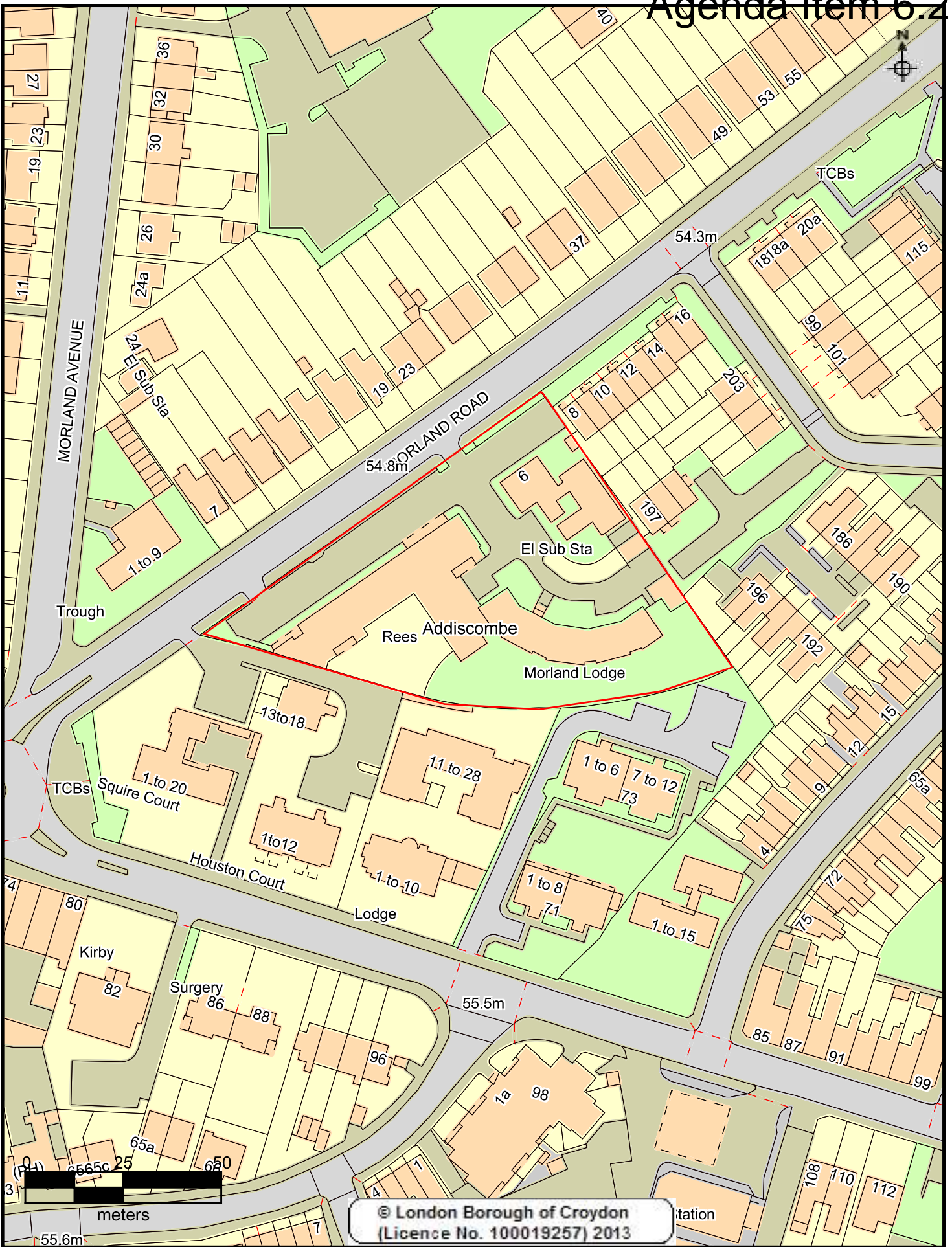
### **Conclusions**

8.75 The recommendation is to grant planning permission subject to a S.106 legal agreement.

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

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**1 SUMMARY OF APPLICATION DETAILS**

Ref: [17/03709/FUL](#) (*Link to associated documents on Planning Register*)  
 Location: Rees House, Morland Lodge and 6 Morland Road, Croydon  
 Ward: Addiscombe  
 Description: Demolition of existing buildings and the erection of a part four/part five storey building for use as a 1200 place secondary school (with Sixth Form) with associated rooftop MUGA and provision of car/cycle parking areas and landscaping  
 Drawing Nos: Site Location Plan (553087-JCW-ZZ-ZZ-DR-A-00001 Rev:P01), Existing Site Plan (553087-JCW-ZZ-ZZ-DR-A-00002 Rev:P01), Proposed Site Plan (553087-JCW-ZZ-ZZ-DR-A-00003 Rev:P01), Proposed Elevations East and West (553087-JCW-ZZ-E2-DR-A-03002 Rev: P01), Proposed Elevations North and South (553087-JCW-ZZ-E2-DR-A-03001 Rev: P01), Proposed Ground Floor Plan (553087-JCW-ZZ-01-DR-A-01000 Rev: P01), Proposed First Floor Plan (553087-JCW-ZZ-01-DR-A-01001 Rev: P01), Proposed Second Floor Plan (553087-JCW-ZZ-01-DR-A-01002 Rev: P01), Proposed Third Floor Plan (553087-JCW-ZZ-01-DR-A-01003 Rev: P01), Proposed Fourth Floor Plan (553087-JCW-ZZ-01-DR-A-01004 Rev: P01), Proposed Roof Plan (553087-JCW-ZZ-01-DR-A-01005 Rev: P01), Proposed Sections (553087-JCW-ZZ-E1-DR-A-04001 Rev: P01) 3D Illustrative Visual (553087-JCW-ZZ-VS-DR-A-06601 Rev: P01), 3D Illustrative Visual (553087-JCW-ZZ-VS-DR-A-06602 Rev: P01), 3D Illustrative Visual (553087-JCW-ZZ-VS-DR-A-06604 Rev: P01), Illustrative Masterplan (EFAAB-ALA-00-XX-DR-L-0002 Rev P02), Site Sections (EFAAB-ALA-00-XX-DR-L-0001 Rev P02), Planting Plan (EFAAB-ALA-00-XX-DR-L-0001 Rev P02) Fencing General Arrangement (EFAAB-ALA-00-XX-DR-L-0003 Rev P02), Landscape General Arrangement (EFAAB-ALA-00-XX-DR-L-0001 Rev P02), Tree Removal/Retention Plan (EFAAB-ALA-00-XX-DR-L-0005 Rev P02), Asbestos Survey Plan (SK.01), Electrical Services External Lighting Layout (6313:SP1)  
 Applicant: Wates Construction  
 Agent: Alan Gunne Jones, Planning and Development Associates Ltd  
 Case Officer: Matthew Carney

Type of floorspace	Amount proposed	Amount retained	Amount lost
Education	9171sqm	0sqm	4960sqm

Number of car parking spaces	Number of cycle parking spaces
2 disabled spaces and 2 Minibus bays	88 spaces to be provided on full occupation of the school and 10 Visitor spaces

- 1.1 This application is being reported to Planning Committee because objections above the threshold in the Committee Consideration Criteria have been received.

## **2 BACKGROUND**

- 2.1 This scheme was presented to this Committee during the pre-application process on 6<sup>th</sup> July 2017. The following comments were made by the committee during this presentation:
- The committee were supportive of the approach to redevelop the site and liked the double height entrance and approach to the central core but raised some concerns with the design requesting that further architectural quality should be introduced into the front elevation;
  - The committee noted the initial details of the proposals highway impact and requested that further analysis should be carried out including a detailed travel plan being submitted as part of the application;
  - The committee requested that the applicants consider the sports provision for the proposed school and establish available facilities within the local area should they be required.

## **3 RECOMMENDATION**

- 3.1 That the Planning Committee resolve to GRANT planning permission subject to:
- A. 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) In accordance with the approved drawings.
- 2) Submission of a Construction Logistics Plan prior to commencement.
- 3) Highways Agreements to be agreed with LBC prior to commencement and the agreed works completed prior to occupation.
- 4) The provision of the new vehicular entrance and 'School Keep Clear' and zig zag road markings on Morland Road shall be provided prior to occupation.
- 5) Submission of an updated full SUDS scheme prior to commencement.
- 6) Tree protection to be put in place prior to any works on site.
- 7) Submission of full details of external facing materials prior to above ground works.
- 8) Submission of an updated full Travel Plan prior to occupation.
- 9) Submission of an updated full Delivery and Servicing Plan prior to occupation.
- 10) Submission of a full landscape scheme prior to above ground works.
- 11) The development shall achieve a CO2 reduction of at least 35% beyond Part L of the Building Regulations 2013.
- 12) Unless otherwise agreed in writing with the Council, the development shall a BREEAM 'Excellent' rating. Confirmation that the development has achieved the agreed standards have been met prior to occupation.
- 13) Noise level of external plant and machinery to be at least 10dB below existing background noise levels.

- 14) The MUGA and rooftop play deck shall only be used between the hours of 0830 to 22:00 Monday to Friday and 10:00 to 18:00 on Saturdays. The MUGA shall not be used at any time on a Sunday or Bank Holiday.
- 15) No musical instrument or sound amplification equipment shall be used outside of the building.
- 16) Compliance with the recommendations and tree protection measures in the arboriculture and wildlife survey reports.
- 17) Compliance with the recommendations in the noise survey.
- 18) Compliance with the recommendations in the Air Quality Assessment
- 19) Compliance with the submitted lighting plan
- 20) Compliance with the submitted kitchen ventilation information (retained for the lifetime of the development)
- 21) Full details of the obscure glazing used in windows in the east facing side elevation prior to above ground works
- 22) Removal of permitted development rights.
- 23) Permission to be implemented within three years.
- 24) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

### **Informatives**

- 1) Removal of site notices
- 2) Archaeological potential/significance
- 3) Control of noise and pollution from construction
- 5) Party Wall Act
- 6) Requirements of Traffic Management Act 2004
- 7) Information on the Council's guidance on ventilation
- 8) Any [other] informative(s) considered necessary by the Director of Planning

## **4 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

- 4.1 The proposal involves re-development of the site to provide a permanent secondary school building and associated facilities for ARK. ARK have 35 schools in the UK including ARK OVAL Primary Academy on Cherry Orchard Road to the west of the application site.
- 4.2 With six forms of entry, the school would operate between the core hours of 0730-1800hrs Mon-Fri. The school will increase in capacity incrementally beginning with an intake of Year 7 students and not reach full capacity until 2025. At capacity, the school would accommodate 900 secondary school pupils and 300 sixth form students and have 110 FTE members of staff.
- 4.3 The school would have a gross internal area of 9171sqm, consisting of teaching/learning areas, halls and a sports hall, staff/admin rooms, kitchen and toilets. In terms of outside (play) space, the school would include a playground to the side and rear of the building and a rooftop MUGA (consisting of approx. 1957 sqm and 591 sqm respectively).

- 4.4 The proposed building would be part four/part five storeys high, with a roof-top MUGA set within the fifth storey. The building would principally consist of brick and metal cladding.
- 4.5 The building will run parallel with Morland Road and the main entrance into the building is located centrally although pupils will be expected to enter the site to the east of the building and collect in the playground before entering the building from the rear. The majority of the cycle parking is located in the area east of the building in close proximity to where pupils will enter the site. Vehicular access into the site will be off Morland Road utilising the existing access point nearest the junction with Lower Addiscombe Road, this will provide access for the two disabled parking spaces, 2 minibus bays and allow for deliveries/servicing of the site. It would not provide access to the school for pupils.
- 4.6 To accommodate the development, a number of the site's various shrubs and trees would be removed. Additional/replacement soft landscaping would also be provided.

### **Site and Surroundings**

- 4.7 The site covers an area of approximately 0.575 hectares. It is almost triangular in shape and is generally flat.
- 4.8 The site is situated on the south eastern side of Morland Road. It is currently occupied by three vacant buildings. Rees House is a five storey former office building, built in the 1960's. It was previously used as Council Offices. This building is on the frontage of the site. Morland Lodge, also built in the 1960's is a three storey building that has been used in the past as a care home and by the Council's community mental health team for older adults. This building is located to the rear of Rees House. 6 Morland Lodge is a Victorian building and was formerly an NHS clinic and is located on the frontage of the site adjacent to Rees House. It is part single storey and part 3 1/2 storey (with a part basement level). Services that were previously offered at the site (both Council and NHS) have been relocated elsewhere.
- 4.9 There are two vehicular access points off Morland Road. There is some car parking to the front of Rees House and both car parking and an amenity area located to the rear of the site.
- 4.10 The surrounding area is predominantly residential, with a mix of 2 and 3 storey residential properties in the locality. Morland Road is a Local Distributor Road. The site is identified by the Croydon Local Plan 2006 as being within an Area of High Density. Under CLP2 (Proposed Submission), the site is designated as a Proposal Site (reference number 116) for a new secondary school. The site is not within a conservation area, nor is it subject to any statutory listings.

### **Planning History**

- 4.11 There is no relevant formal planning history for the application site. This scheme was presented to planning committee in July as a developer presentation.

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

- The proposal would provide much needed school places in the borough and deliver an allocated site within the Draft Croydon Local Plan: Detailed Policies.
- With mitigation measures secured by condition (including but not limited to a school enforced voluntary 200m parking exclusion zone and a full Travel Plan encouraging reductions in the use of car trips and greater use of more sustainable modes of transport), the proposal would not result in an unacceptable impact on the safe and smooth operation of the local highway network.
- Whilst the proposal would result in some additional noise, disturbance and some loss of light/sunlight in the immediate vicinity, the proposal would not result in significant harm and unacceptable changes to the amenity of adjoining occupiers.
- The proposed building would not harm the character and appearance of the existing area.
- The proposal would incorporate sustainable urban drainage and not increase flood risk in the surrounding area.
- The benefits of the proposal outweigh the harm, much of which will be mitigated by means of mitigation measures and conditions securing further details.

## **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:

Transport for London, TfL (statutory consultee): do not object to the proposal subject to conditions securing a full Travel Plan promoting sustainable forms of transport.

Lead Local Flood Authority, LLFA (statutory consultee): following the applicant's submission of additional details, the LLFA removed their initial objection subject to conditions)

6.3 The issues raised in the consultees' responses to the application are covered in Section 8 below.

## **7 LOCAL REPRESENTATION**

7.1 The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. The application has also been publicised in the local press. The number of representations received from neighbours, local groups etc. in response to notification and publicity of the application were as follows:

No of individual responses: 64      Objecting: 63      Supporting: 1

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

- Objections:
  - Over development
  - Inadequate play space for the pupils
  - Impact on transport

- Exacerbating existing parking pressure
  - Poor and overcrowded public transport links
  - Impact of pick up/drop off on local residents
  - Overlooking
  - Rubbish/litter problems
  - Anti-social behaviour
  - Loss of trees
  - Substandard design
  - Noise generated by the use
  - Site should be used for affordable housing
- Support:
    - Development results in the loss of existing buildings that are an eyesore
    - General need for more schools

7.3 Councillor Sean Fitzsimmons does not wish to formally object but has made the following representations:

- Road safety (Morland Road in this location needs better traffic calming)
- Bus capacity within the local area (bus routes within this area are very crowded in peak hours)
- Impact upon street parking, given lack of space for staff parking
- Congestion on the local road network
- School travel plan fails to set out effective actions

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

8.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012.

8.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Promoting healthy communities, including ensuring sufficient provision of school places are available to meet the needs of the community and giving great weight to the need to create, expand or alter schools.
- Requiring good design.
- Promoting sustainable transport and requiring transport assessments.
- Achieving sustainable and low carbon development to meet the challenge of climate change and flooding.
- Encouraging the effective use of land by reusing land that has been previously developed.



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

8.4 Consolidated London Plan 2015 (LP):

- 3.18 (Education facilities)
- 5.1 (Climate change mitigation)
- 5.2 (Minimising carbon dioxide emissions)
- 5.12 (Flood risk management)
- 5.13 (Sustainable drainage)
- 5.21 (Contaminated Land)
- 6.3 (Assessing effects of development on transport capacity)
- 6.9 (Cycling)
- 6.13 (Parking)
- 7.1 (Lifetime neighbourhoods)
- 7.4 (Local character)
- 7.6 (Architecture)
- 7.8 (Heritage assets and archaeology)
- 7.14 (Improving air quality)
- 7.15 (Noise)
- 7.21 (Trees and woodlands)

8.5 Croydon Local Plan: Strategic Policies 2013 (CLP1 and CLP1.1):

- SP4 (Urban Design and Local Character)
- SP5 (Community Facilities)
- SP6 (Environment and Climate Change)
- SP8 (Transport and communication)

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

- CS1 (Development of New Community Facilities)
- EP1 (Control of Potentially Polluting Uses)
- EP2 and EP3 (Land Contamination)
- NC4 (Woodland, Trees and Hedgerows)
- T2 (Traffic Generation)
- T4 (Cycling)
- T8 (Car parking standards)
- UC11 (Development Proposals on Archaeological Sites)
- UD2 (Layout and Sitting of New Development)
- UD3 (Scale and Design of New Buildings)
- UD8 (Protecting residential amenity)
- UD13 (Parking Design and Layout)
- UD14 (Landscape design)
- UD15 (Refuse and recycling storage)

8.7 The draft Croydon Local Plan: Detailed Policies and Proposals (CLP2) (Proposed Submission):

- DM11 (Design and character)
- DM14 (Refuse and recycling)



- DM17 (Promoting Healthy Communities)
- DM19 (Heritage assets and conservation)
- DM20 (Providing and protecting community facilities)
- DM24 (Sustainable Design and Construction)
- DM25 (Land contamination)
- DM26 (Sustainable Drainage Systems and Reducing Flood Risk)
- DM29 (Trees)
- DM30 (Sustainable travel and reducing congestion)
- DM31 (Car and cycle parking)
- DM35 (Positive character of the Places of Croydon)

Due to the Croydon Local Plan being in draft form, only limited weight can be given to them.

## **9 MATERIAL PLANNING CONSIDERATIONS**

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

1. Principle of development
2. Transport/highways
3. Amenity of adjoining occupiers
4. Townscape and visual impact
5. Trees and ecology
6. Flooding and drainage
7. Sustainability

### **Principle of development**

9.2 The school would have a gross internal area of 9171sqm, consisting of teaching/learning areas, halls and a studio, staff/admin rooms, kitchen and toilets. In terms of outside (play)space, the school would include an outdoor play area at the rear of the site and a rooftop MUGA on the fifth-floor. With six forms of entry, the school would accommodate 900 secondary school pupils, from year 7 to year 11 and 300 sixth form pupils aged 16-18. At capacity the school would have 110 FTE members of staff.

9.3 Given the number of pupils and staff that would attend the school, and combined with the site's constraints and size, the proposal could raise some issues. This particularly relates to the potential impact on transport and the local highway network and the amenity of adjoining occupiers. These and all other material planning considerations are covered in detail below, and need to be found acceptable for permission to be granted.

9.4 The principle of development includes the following aspects:

### **Proposed use:**

9.5 The provision of new educational facilities is encouraged by the development plan and National Planning Policy Framework. The proposed school would address an identified need for new educational facilities within the Borough and is identified for a school in the emerging Local Plan and in the Infrastructure Delivery Plan. This application proposes a community use of the application site (under Use Class D1) which would replace the site's previous use as a mixed B1a (Offices) and D1 (Medical Centre). The

proposal would not result in the loss of any protected uses and given the site is allocated for a new secondary school within the emerging Plan, it is therefore acceptable in land-use terms and is supported by policy.

#### **Size of site and outdoor space:**

- 9.6 The proposed school is undoubtedly a large building within the application site however, outdoor space for pupils is provided within the rear of the site and the rooftop MUGA. The applicants have confirmed that for a 6FE school with a 300 place 6th Form the proposed building exactly meets the ESFA baseline design / Building Bulletin 103 (BB103<sup>1</sup>) standards for internal floor space.
- 9.7 In terms of outdoor space, the site is considered to be a “restricted site” as the site does not have enough outdoor space to meet recommended level on site. On restricted sites, where space will be at a premium, a flexible approach to the site area and the management of the use of that area is expected to be incorporated. Given the restricted nature of the application site, the school is unable provide the minimum requirement for BB103 hard informal social space. Therefore to increase the flexibility of hard informal social space the school have a large enough space to mark-out a games court and half basketball court. Furthermore, the school will provide a rooftop MUGA to add to the hard outdoor PE calculation. At present, no formal agreement has been entered into with any off-site sporting facilities, however, Ark School have identified suitable local options to complement the existing on-site provision and will consider entering into agreements when the need for additional provision arises.

#### **Teaching environment:**

- 9.8 The air quality assessment by HRS Services Ltd (dated July 2017) concludes that the development will not have an unacceptable impact upon air quality in the borough and the use of the site for a school is acceptable. The air quality assessment sets out some recommendations that the Pollution Team consider appropriate to secure via a condition.
- 9.9 The submitted noise impact assessment provides details on existing noise levels in and around the site. The assessment sets out that the noise climate to teaching areas will be acceptable subject to the provision of a building envelope and ventilation strategy various. Environmental Health reviewed the report and have confirmed that the applicant should follow the recommendations of report and this will be secured via condition.
- 9.10 Subject to the proposal being found acceptable with regards to material considerations, particularly in relation to transport/highways issues and adjoining occupiers’ amenity, the proposal is supported in principle.

#### **Transport/highways**

- 9.11 The site is accessed via Morland Road, which is a local road operated and managed by the Council. The site is close to the junction of Lower Addiscombe Road, Cherry Orchard Road and Morland Road. Lower Addiscombe Road forms part of the Transport for London Road Network (TLRN). Transport for London is the highway

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<sup>1</sup> ‘Building Bulletin 103: Area Guidelines for Mainstream Schools’ (BB103) sets out simple, non-statutory area guidelines for minimum internal and external areas for school buildings and sites for age ranges from 3 to 19. It covers all state schools, including mainstream academies and free schools, except special schools and alternative provision.

authority for the TLRN, and are therefore concerned about any proposal which may affect the performance and/or safety of the TLRN. There are 6 bus stops within 200m of the site, generating a Public Transport Accessibility Level (PTAL) of 3 (on a scale of 1 to 6b, where 6b is the most accessible).

- 9.12 The application is supported by a Transport Assessment, Construction Logistic Plan, a draft Delivery and Servicing Plan and a School Travel Plan Framework. An addendum to the Transport Assessment has been submitted to clarify matters raised during the application by the Strategic Transport Team and Transport for London. The Transport Assessment provides a worst case assessment of highway, pedestrian and public transport impact with a fully occupied school of 1,200 pupils. The applicant predicts that by providing a comprehensive package of measures, the proposed development to provide a new Secondary School Academy has been demonstrated to be both viable and sustainable in transport terms.
- 9.13 To mitigate the proposal's impact on the local highway network, various measures are proposed. These include: 'School Keep Clear' and zigzag markings along a section of the Morland Road frontage, a School Travel Plan (monitored annually), promoting (amongst other aspects) alternative non-car modes of transport for parents and staff and the enforcement of a parent supported voluntary 200m parking exclusion zone agreement around the school. If the application is approved, these measures (and other relevant issues) would be secured by condition to ensure they are provided prior to occupation.
- 9.14 The school's main vehicular entrance would be off Morland Road at the western end of the site's frontage, this would allow access to the 2 disabled car parking spaces, minibus spaces and for servicing of refuse and deliveries to the school. The main entrance to the school is located centrally within the building and this will be used by staff and visitors, whilst pupils will enter the site from the eastern end of the frontage and be directed to the rear of the building. This entrance to the site will also allow access for emergency vehicles. A highway agreement will be required for this entrance and the works to the Morland Road outside the school.
- 9.15 The application proposes 88 secure cycle parking spaces for staff and pupils and 10 short stay spaces for visitors at the front of the site. This is considered an acceptable level of provision by TFL and the Strategic Transportation Team, however, details are requested for the adequate separation between pupil and staff parking. Cycle parking will be provided incrementally as the school's pupil numbers increase.
- 9.16 The main vehicular access off Morland Road would be limited to users of the two disabled parking spaces, 2 minibus parking bays and delivery and service vehicles. Concern has been raised by the Strategic Transportation Team regarding the constrained nature of this space for movement and turning of the minibuses and service vehicles, however, it is accepted that sufficient space exists and detailed drawings are conditioned to ensure that this area is laid out efficiently.
- 9.17 The scheme's main impact on the transport network will be travel by car and the impact of pick-up/drop-off of pupils and staff car parking. The amended data submitted by the applicants demonstrates that 50% of staff and 11.6% of pupils will be travelling to/from the school by car. The school would provide no facilities for staff car parking or the dropping-off and picking-up of pupils and would rely solely on available on-street parking. The Transport Assessment has demonstrated via a parking beat survey of the adjoining road network, that there is a spare capacity of at least 487 spaces during

peak school hours. This therefore indicates that there is capacity to accommodate the numbers of staff and children predicted to travel to and from the school by car.

- 9.18 Taking into account the increase in the number of vehicle movements, TFL and the Strategic Transport Team have reviewed the impact on the roundabout junction of Morland Road with Lower Addiscombe Road. The Strategic Transport Team are satisfied that generated traffic associated with new School can be accommodated on the highway network without any severe or material residual cumulative traffic impacts on the network within close proximity of the School.
- 9.19 Concern has been raised regarding highway safety given the forecourt area at the front of the school and the need for pupils to enter via the entrance at the east of the site's frontage. The school has proposed that it will undertake active management of this area before and after the school day to ensure that pupils are dispersed and do not congregate in the schools frontage. It is considered that this management process can be secured via the School Travel Plan and secondly the landscaping condition allows for a detailed consideration of the school frontage layout which is intended to be carefully designed to filter pupils to the rear of the site to await the school day.
- 9.20 The Transport Assessment sets out that it is expected that a high proportion of pupils will travel to and from the school using public transport in particular bus services. Local residents have raised concerns as it is considered that capacity on bus services is an existing issue in the area. TFL consider that based on the information provided in the Transport Assessment, the number of trips generated are relatively low for a school of this size and consider that should the trips be as per the assessment (i.e. across a peak hour rather than concentrated into a smaller time frame) then they would not expect any significant issues on the bus network. The School's Travel Plan commits to reducing the number of short walkable bus trips taken by staff and pupils, however, should bus capacity prove to be an issue after the school reaches full capacity, The Education Skills and Funding Agency have provided a letter from the Department of Transport that sets out a commitment for TFL to support new free schools in the event that additional services required. On this basis, it is considered that development is acceptable in this regard.
- 9.21 The School Travel Plan Framework sets out the general aims and objectives of the plan, how it will be monitored and targets for reducing car travel. Whilst the framework is acceptable in general terms, full and updated/amended details are required (via the submission of a full Travel Plan prior to occupation). A robust full Travel Plan is an important aspect in ensuring the school's impact on the surrounding road and transport network is mitigated from the start and over the longer term. The submitted Framework proposes the bronze level accreditation of TfL's STARS programme. TfL have stated that the school should however be seeking to improve the level of accreditation. The targets for reducing car trips are unambitious and should be revised upwards; this will assist with ensuring that the school's impact on the local highway network is reduced in the long term. Targets for reducing car trips by staff should also be included. These should all be resolved in the updated full Travel Plan, which should also cover (as set out above) the potential provision of additional cycle storage should demand arise.
- 9.22 Given the scale of the development and the potential for construction works to harm the safe and smooth operation of the surrounding highway network, a Construction Logistics Plan will need to be submitted for approval by the Council and TfL before commencement of any work on site. This should be secured by condition. Likewise a

detailed Delivery Service Plan will be requested to ensure that deliveries to the site are carried out at suitable times.

### **Amenity of adjoining occupiers**

9.23 The school is located in close proximity to numerous residential properties. The proposal could potentially therefore harm the amenity of adjoining occupiers, particularly in Morland Road, Gordon Crescent and the flats located off Lower Addiscombe Road through overlooking/loss of privacy, loss of outlook/visual intrusion, loss of daylight/sunlight and overshadowing, pollution and noise disturbance.

9.24 Taking each of these in turn:

#### **Loss of outlook/visual intrusion and overlooking/privacy:**

9.25 Given the proposed building's location, orientation and the separation distances to residential units to the north, west and south of the site (of at least 13 metres), the main potential impact on neighbour amenity through overlooking/loss of privacy and loss of outlook/visual intrusion relates to the immediately adjacent residential units to the east of the site in Morland Road and Gordon Crescent. However, it is considered that given the existing situation (a three storey building in close proximity to the boundary of the site), a separation distance of approx. 13 metres from the east facing flank wall of the proposed school to the boundary with the neighbouring residential property and the design of the proposed building including a set back of the top floor, the proposal is not considered to cause an unacceptable loss of outlook/visual intrusion to neighbouring occupiers. Turning to overlooking, the east facing windows in the side elevation of the building are designed to avoid an unacceptable level of overlooking by utilising diffused glass within the lower levels. The separation distance between windows in the other elevations of the building and neighbouring occupiers. The roof top MUGA is set within the building and therefore does not permit any overlooking from the site.

#### **Daylight/sunlight/overshadowing:**

9.26 The applicants have submitted a comprehensive daylight and sunlight study demonstrating the impact of the proposed building on the properties adjoining the site.

9.27 This impact of the proposed building would be the greatest on the properties in St James Lodge to the south west of the application site, finding that 6 windows would marginally fail to meet the BRE standard of a Vertical Sky Component of 27% and less than 0.8 times its former value. However, this assessment fails to take into account the presence of existing mature trees in close proximity to St James Lodge which have the potential to distort the impact upon the properties. Taking into account the trees in the assessment, the applicants found that of the 6 windows that marginally failed the BRE guidelines, five windows passed when the existing impact of the trees was taken into account. The one window that didn't meet the standard in both cases, marginally fails to meet the BRE standard with a Vertical Sky Component of 24.5% and importantly a change of 0.79 less than its former value of 31.1%, fractionally less than the recommended change of 0.8.

9.28 Two windows on properties facing the application site on Morland Road fail to meet the BRE standard, again with marginal failures in relation to the level of change from the existing position to the proposed level of vertical sky component to 25.5 and 25.2%, 0.78 times their existing value. The Daylight and Sunlight Study also assesses Annual

Probable Sunlight Hours for any windows that face within 90 degrees of due South, these 2 windows have been assessed and both pass the recommended requirement for receiving the required amount of annual sunlight hours.

- 9.29 In assessing the acceptability of the proposed impact upon the neighbouring residents it is crucial to take into account firstly the impact of the trees on properties in St James Lodge and the improvement in outlook for occupiers of these properties given the proposed building is sited further into the site than the existing structures. Secondly, the recommended targets of 27% and 0.8 in the BRE guidance is derived from a low density suburban model, this site is allocated in the CRUDP as being in an Area of High Density and given its location in close proximity to the centre of Croydon, a lower VSC value in an urban environment should not be considered unacceptable.
- 9.30 In relation to overshadowing, the Daylight and Sunlight study has considered the impact upon the rear gardens of properties in Gordon Crescent, it is considered that the gardens meet the requirement for direct sunlight exposure.
- 9.31 Overall, it is considered that for the reasons given above the proposal would not have a significantly detrimental impact upon the amenity of neighbouring residents and taking into account the strong presumption to support education development the proposal is considered acceptable in this regard.

#### **Pollution:**

- 9.32 Light: the roof top MUGA would be floodlit however it is set down within the centre of the building and the applicants have submitted an assessment of the impact of the external lighting. This is considered acceptable by the Environmental Health Team for nuisance control purposes.
- 9.33 School kitchen ventilation: details of the school's kitchen ventilation strategy has been provided and is considered that it would mitigate the impact of the on-site cooking to ensure that it would not harm the amenity of adjoining occupiers through noise and odours. This will be secured via condition and retained for the lifetime of the development.
- 9.34 Air quality: whilst the school would result in some increase in vehicle movements, it is not considered that the application would result in a significant change from the existing situation with regards to air quality.

#### **Noise disturbance:**

- 9.35 Use of the school: the submitted noise impact assessment confirms that the operation of the new building will not adversely affect the existing noise climate. This includes the external play area at the rear of the site and use of the roof top MUGA both during and after school hours. Environmental Health are satisfied with the report's findings subject to the only external area being used outside normal school hours being the rooftop MUGA and no amplified music or speech being allowed in any external area.
- 9.36 External plant: the submitted noise impact assessment confirms that noise limits for external plant (such as A/C units etc) are based on Croydon Council's requirement of 10dB below existing noise levels. This is acceptable and compliance will be secured by condition.

9.37 Construction: there is the potential for construction to cause disturbance to adjoining occupiers. However, such disturbance can be controlled and suitably limited via a Construction Logistics Plan (CLP). A CLP should therefore be secured by a pre-commencement condition.

### **Townscape and visual impact**

9.38 The existing three buildings on the site would be demolished and would be replaced by one part four/part five storey building. The existing buildings are of mixed architectural quality and are in a poor state of repair. The site has been the subject of anti-social behaviour in recent years. There is therefore the opportunity to enhance the streetscene through a high quality re-development of the site and there is no in-principle objection to demolition of the existing building.

9.39 The proposed replacement building has gone through a number of iterations and design improvements during pre-application discussions. The original proposal incorporated a wholly five storey building and a palette of materials that were not considered acceptable by Officers. The scheme has also been reviewed by Croydon's Place Review Panel and by members at a Developers Presentation. This has resulted in, amongst other aspects;

- The palette of materials being amended, in particular, the use of facing brickwork as opposed to render;
- The double height entrance, set back to fourth floor, introduction of greater colour and increased levels of glazing have been added to the front elevation to provide additional architectural interest;
- Improvements in hard and soft landscape design including opening up the school frontage, setting back the fencing to the north east corner and increasing tree retention;
- Internal improvements to introduce additional glazing into corridors.

9.40 The massing and part four/part five-storey height is considered acceptable with regards to the general form of built development in the surrounding area, particularly in relation to the height and scale of the taller blocks of residential development access from Lower Addiscombe Road and taking into account the scale of the existing buildings on the site. The solid rectangular form of the proposed school is designed to provide a continuous street frontage and respect the building lines of the existing development of Morland Road. The overall form and fenestration of the building is straightforward with generous window apertures. The scheme relies on its material palette and use of colour in order to generate interest and townscape character.

9.41 The use of two different bricks as a facing material helps to offer material continuity between the proposed and the surrounding buildings, whilst the use of two different types and colours of metal cladding add interest to the elevation. The cladding to the fourth floor has a corrugated texture and helps to contribute towards a more slender appearance and break up the massing of what is undoubtedly a large building. The gold cladding is used to add playfulness and interest to the streetscene this is wrapped around the central core of the building where the building is cut away at the rear and used sparingly across the other facades to ensure continuity. The quality and detail of the proposed materials is essential to ensure the success of the scheme and details of each material will be conditioned to ensure high quality delivery.

9.42 The landscaping of the scheme has been designed in order to capture a good design interface between the school grounds and the public realm, an outline strategy of the approach taken has been submitted and is generally supported. At the rear of the site, the massing of the hard standing is broken up with areas of seating for pupils and parcels of soft landscaping including some replacement trees. Further details on landscaping will be secured via condition and the applicant will be encouraged to focus on ensuring the interface is successful and the overall quality of materials is high.

### **Trees and ecology**

9.43 The site has a number of trees situated within its boundary, a number of which are proposed to be felled to accommodate the development. Most significant is T2 which is located to the western boundary of the site and is in good condition and the loss of two trees (T14 & T16) located centrally at the front of the site that contribute to the 'boulevard' on Morland Road. The Council's Tree Officer has concerns over the proposal in relation to the loss of these trees. The applicants have acknowledged this level of concern and have proposed to undertake further analysis of whether trees T14 & T16 can be retained when groundworks begin on site, as the assessment that has been submitted in support of the application is an above ground assessment of the existing situation once works begin further consideration can be given. Suitably worded planning conditions are recommended to ensure this is undertaken and further detail in the form of landscaping plans and tree protection measures for the other trees being retained on site will be submitted. Unfortunately, in relation to T2, given the proposed design of the building its retention is not possible and whilst this is disappointing, the tree is not subject to a TPO and given the strong need for educational facilities within the borough, on balance, its loss is considered acceptable.

9.44 A Phase I habitat survey report was submitted with the application. The survey found no designated or non-designated conservation sites within sufficient proximity of the site to be harmed by the proposed development. No protected species were identified or found during the survey. The report's findings and recommendations are considered acceptable and its recommendations can be secured by condition.

### **Flooding and SUDS**

9.45 Within Flood Zone 1, the Flood Risk Assessment (FRA) identifies the site as: having a very low chance of fluvial and surface water flooding (less than 1 in 1000); being safely accessible during a flood event; having no record of sewer or ground water flooding; and being at no risk of reservoir flooding. The FRA sets out that the development would increase the amount of impermeable area compared to the existing situation. The development therefore has the potential to increase off-site flood risk without mitigation. However, it is considered that a suitable SUDS scheme would ensure the development would avoid increasing off-site flood-risk.

9.46 The LLFA reviewed the proposed SUDS scheme. The initial details were found to be inadequate and deficient in a significant number of areas. The applicant therefore submitted an updated SUDS scheme to overcome the LLFA's objection. Following reviewing the updated details, the LLFA removed its objection and confirmed that the proposed SUDS scheme is sufficient to support the planning application. For permission to be granted, a condition is however required to secure full details prior to commencement on site.



## **Sustainability**

- 9.47 The development would achieve a CO2 reduction of 36.5% beyond Part L of the Building Regulations 2013. The Energy Statement sets out the applicant's approach to reducing carbon emissions, following the 'Be Lean Be Clean Be Green' energy hierarchy. This meets the London Plan standard of 35% and as a result no financial contribution is required.
- 9.48 The proposed building would achieve a BREEAM score of 73.9%, equating to an 'Excellent' rating. This meets the required 'Excellent' rating, as per CLP1 Policy 6.3. On this basis the development is considered acceptable, subject to a condition requiring that evidence is submitted to show that the target is met.

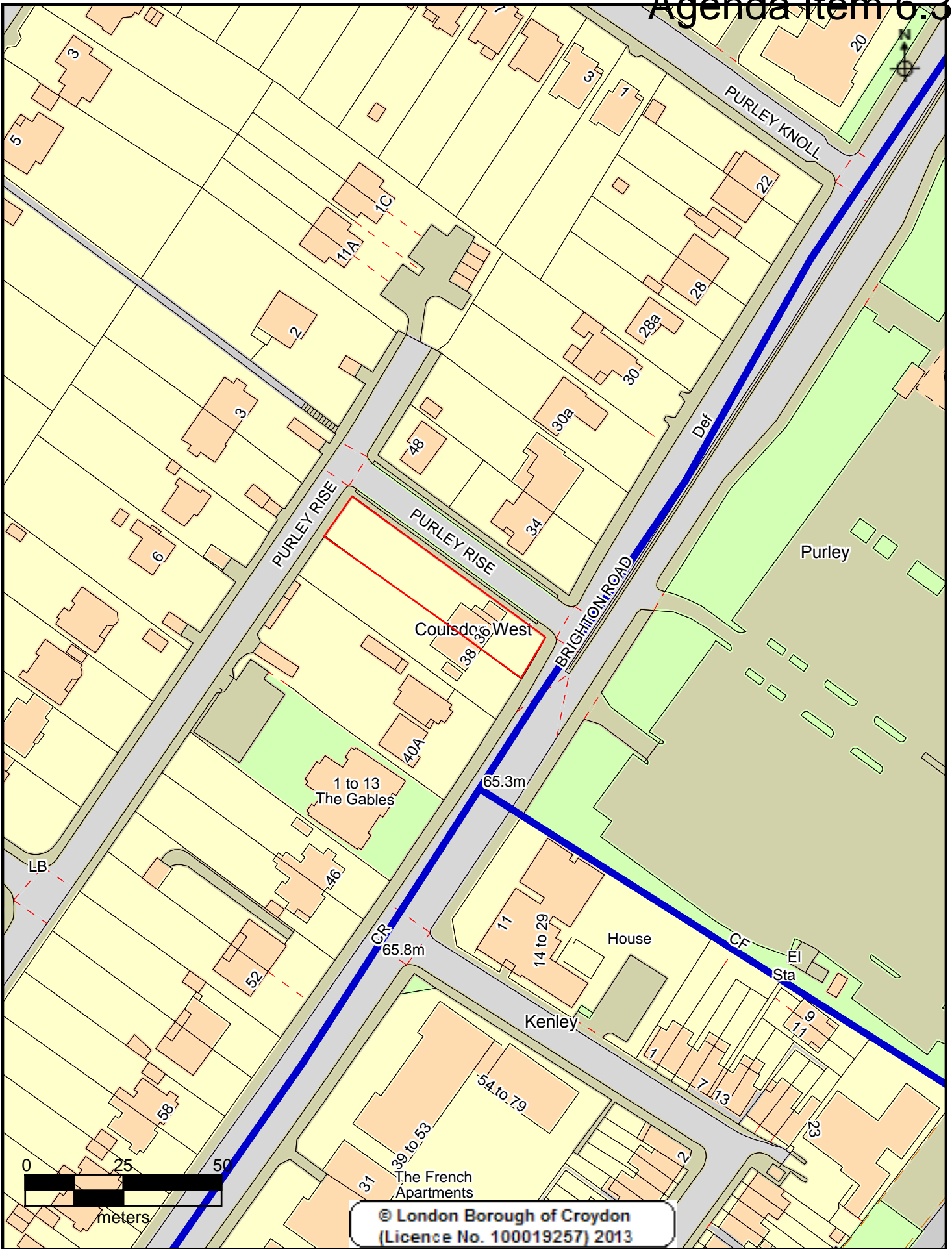
## **Other Planning Issues**

- 9.49 The applicant intends for the school to also be available for community use outside of school hours, in particular, the use of the rooftop MUGA. It is intended that the MUGA would be available for use until 22:00 weekdays and 10:00-18:00 Saturdays, with no use on Sundays and bank holidays. The principle of the use of the school for wider community use is acceptable and the Environmental Health Team are satisfied that subject to the external use of the school grounds outside of normal school hours being restricted to the rooftop MUGA, residential amenity will not be harmed. This will be secured by condition.
- 9.50 The proposal includes the provision of sufficient refuse/recycling storage at the side of the site, accessible off Morland Road. The Council's Waste team have confirmed they are content with the submitted details.

## **Conclusions**

- 9.51 The proposal would provide much needed school places for the Borough and provide a purpose-built high-quality permanent building. It would also provide wider social/economic benefits in the form employment opportunities and additional community facilities. These benefits weigh strongly in favour of the application.
- 9.52 However, the site's constraints and proposal's potential harm, particularly in relation to transport/highway considerations and the impact on adjoining occupiers, have required a thorough and detailed assessment. Mitigation measures such as the highway works proposed to Morland Road, the voluntary 200m parking exclusion zone for pupil drop offs and the submission of a detailed Travel Plan are considered critical to ensuring the proposal avoids significant and unacceptable harm.
- 9.53 The recommendation is to therefore grant planning permission subject to the conditions listed above.
- 9.54 All other relevant policies and considerations, including equalities, have been taken into account.

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**SUMMARY OF APPLICATION DETAILS**

Ref: [17/02166/FUL](#) (*Link to associated documents on Planning Register*)  
 Location: Rear of 36 Brighton Road  
 Ward: Coulsdon West  
 Description: Erection of 1x2 storey three bedroom detached house and 1x2 storey detached two bedroom house  
 Drawing Nos: Site location plan, 1643/P/101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 150, 151, 152, 153  
 Applicant: Cllr Simon Brew  
 Agent: Tom Vincent, Granit Architects, Studios 18-19, 16 Porteus Place, Clapham, London, SW4 0AS  
 Case Officer: Dan Hyde

- 1 This application was previously reported at Sub-Committee, however given that the applicant is Councillor Simon Brew, the Chairman deemed it more appropriate for the application to be reported to the full Planning Committee as per the Councils Committee Consideration Criteria, and full committee consideration is required.

**2 RECOMMENDATION**

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

**Conditions**

- 1) The proposal to be in accordance with the approved plans
- 2) Tree Protection measures to be in place prior to works beginning on site, including storage of materials, appropriate ground protection, fencing and foundations
- 3) The flat roof areas of the proposed dwellings shall not be used as balconies
- 4) The landscaping to be in completed prior to occupation of both dwellings and to be maintained as such for a minimum of 5 years
- 5) Condition to remove permitted development rights from both of the dwellings
- 6) To complete the proposal in 3 years of the date of the permission
- 7) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

**Informatives**

- 1) Site notice removal
- 2) Community Infrastructure Levy liability informative
- 3) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

- 2.2 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

### 3 PROPOSAL AND LOCATION DETAILS

#### Proposal

- Erection of 1 two storey 3 bedroom dwelling
- Erection of 1 two storey 2 bedroom dwelling
- Associated landscaping
- Both units would have frontages to Purley Rise and would be car free (no off street car parking proposed).

#### Site and Surroundings

- Residential in character
- Land levels rise from Brighton Road up Purley Rise
- Properties of a similar size and design to the application site along Brighton Road
- Character changes to large detached and semi-detached dwellings on Purley Rise
- A precedent has been set in the area for modern backland developments
- Flatted development to the north of the site
- The site is not subject to any designations as identified in the Croydon Local Plan Policies Map, however Brighton Road forms part of the Transport for London Road Network.

#### Planning History

The following planning decisions are relevant to the application:

- 07/00499/P - 34 Brighton Road – Erection of single/two storey 4 bedrooed detached house at rear fronting Purley Rise with integral garage and formation of vehicular access - **APPROVED**
- 15/02587/P - 46-48 Brighton Road – Erection of a pair of two bedroom semi-detached bungalows at rear; formation of vehicular access onto Purley Rise and provision of associated parking - **APPROVED**

### 4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposal would not have a detrimental impact on the street scene given its use of the changes in land levels and use of suitable materials to create a proposal.
- The proposal would have acceptable living conditions for the future occupiers.
- The proposal would not prejudice the parking situation on Purley Rise given the underuse of the parking spaces in the immediate area.
- There would be no harm from the proposal on the neighbouring occupiers given location of windows and separation distances to surrounding properties.

- The proposal would not prejudice the health of the trees on the street which are Council owned.

## **5 CONSULTATION RESPONSE**

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

## **6 LOCAL REPRESENTATION**

- 6.1 The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 5      Objecting: 5      Supporting: 0

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

- Overdevelopment of the rear garden
- Detrimental impact on the character of the area
- Car entrances would cause safety hazard for vehicles and pedestrians
- Development would destroy trees
- Increase traffic and parking on Purley Rise
- Obtrusive design

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

- Road subject to 'schedule of restrictive covenants (OFFCER COMMENT): The above comment is not a material planning consideration, and is something that should be sought to overcome a later stage of this development.

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

- 7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012. (This list and the paragraphs below, will need to include CLP1.1 and CLP2 once they have weight and become material planning considerations).
- 7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

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

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

Consolidated London Plan 2015 (LP):

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

Croydon Local Plan: Strategic Policies 2013 (CLP1):

- SP1.2 Place Making
- SP2.1 Homes
- SP2.6 Quality and Standards
- SP4.1 & 4.2 Urban Design and Local Character
- SP6 Waste and Climate Change
- SP8.15 Parking

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

- UD2 Layout and Siting of New Development
- UD3 Scale and Design of New Buildings
- UD8 Protecting residential amenity
- NC4 Woodland Trees and Hedgerows
- T8 Parking
- H2 Supply of New Housing

There is relevant Supplementary Planning Guidance as follows:

- SPD2 Residential Extensions (LBC)
- Technical Housing Standards – Nationally Described Space Standards

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

## **8 MATERIAL PLANNING CONSIDERATIONS**

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

1. Principle of development
2. Townscape and visual impact
3. Residential amenity
4. Amenities of future occupiers
5. Parking & cycle storage
6. Street trees
7. Waste and refuse

### **Principle of development**

- 8.2 The principle of back-land development along Purley Rise to the rear of properties on Brighton Road is well established and therefore the principle of the development can be supported. The proposed development would provide for 2 family sized units – (1 x2 bed and 1x3 bed) which would contribute to the targets for new homes and specifically new family homes.

### **Townscape and visual impact**

- 8.3 The proposed units would be well screened from the street scene due to the existing mature street that line Purley Rise. Whilst there may be small in between views of the new dwellings, these would not be considered harmful to the amenity of the area, particularly due to the materials of dark render to the ground floor and black stained larch timber cladding to the top floor. The choice of materials would allow the proposals to blend into the Purley Rise streetscape.
- 8.4 The existing hedging would be maintained as part of the proposals which would also help to mitigate any impacts, particularly for pedestrians walking on Purley Rise.
- 8.5 The top of Purley Rise is the highest point of the site and as the proposed dwellings would utilise the land levels to such an extent, the dwelling furthest north west would only appear 1½ storeys from the street and as such, would limit and mitigate its impact on the street scene. It is not thought that this unit would have a detrimental impact on the street scene on the top of Purley Rise.

### **Residential amenity**

- 8.6 Whilst the proposed dwellings would introduce one new window that could potentially harm the amenities of the occupiers of 36 Brighton Road, the 17 metre separation distance between facing windows is considered significant enough to not warrant any harm on the amenities of the existing occupiers. The mature vegetation and separation distances of over 20m to the other neighbouring properties on Brighton Road would limit any impact from the proposal on the residential amenities of these occupiers.
- 8.7 No windows would be introduced to the west elevation that would cause any harm to the neighbouring occupiers on Purley Rise; especially with existing screening by mature vegetation, the changes in land levels and significant separation distance (in excess of 30 metres).
- 8.8 There are no side windows in the elevation of 48 Purley Rise and therefore there would be no harm to residential amenities (specifically privacy) and there would be no direct views from the windows in either of the proposed dwellings into this property's rear garden. Whilst there are side windows at 34 Brighton Road, this



property houses the Purley Language School and as such, any side windows do not serve residential accommodation and would therefore be acceptable.

### **Amenities of future occupiers**

- 8.9 Both of the proposed units would be dual aspect and therefore allow a reasonable amount of light into the units which is supported.
- 8.10 House 1 (at the top of Purley Rise) would be two storeys and with 3 bedrooms over 97m<sup>2</sup> which would exceed unit sizes as specified by the National Technical Standards. House 2 (closest to 36 Brighton Road) would also be 2 storeys but would provide 2 bedrooms over 85m<sup>2</sup> which would still exceed the National Technical Standards.
- 8.11 Both dwellings would have a private courtyard area to the front providing private amenity space. House 1 (at the top of Purley Rise) would also provide rear garden amenity space. Both of the dwellings would have adequate provision of private amenity space and would both therefore be acceptable.

### **Parking and cycle storage**

- 8.12 Both dwellings would not provide off street parking, which given the underuse of the parking facilities on street is acceptable. It is not considered likely that there would be large increase in vehicles in this section of Purley Rise as a consequence of the proposed development and therefore, the failure to provide off street car parking would not be critical. Furthermore, the site has a Public Transport Accessibility Rating of 5 – with alternative public transport options being readily available.
- 8.13 The cycle stores proposed would be in accordance with the London Plan with two cycle store spaces available for both units.

### **Street trees**

- 8.14 The application was submitted with an Arboricultural Method Statement and Arboricultural Impact Assessment. Whilst no protected trees are listed on the site, there are a number of mature trees on the street which are Council owned which the Council are keen to maintain and avoid being harmed by the proposal and during construction.
- 8.15 The submitted information concluded that there would not be any significant harm to the street trees, which are also key for protecting the amenities of the street scene. No excavation would take place within the Root Protection Area of the trees and as such the health of the trees should be suitably protected.

### **Waste and refuse**

- 8.16 Both units would have covered and secure waste and refuse storage; both are adequate for the provision of bins for the dwellings and are located to the front of the dwelling for easy access for collection days.

### **Conclusions**

- 8.17 It is recommended that planning permission should be granted for the proposal, as it would not have a detrimental impact on the townscape or the visual amenity of the

area. The proposal would not have a detrimental impact on the amenities of neighbouring occupiers due to significant separation distances and mature vegetation. The proposal would not harm the street trees due to no excavation in the Root Protection Areas and would provide reason cycle and waste and refuse storage.

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