

Planning Committee Agenda



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

Reserve Members: Jeet Bains, Simon Brew, Richard Chatterjee,
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, 8 February 2018** 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

James Haywood
020 8726 6000 x63319
james.haywood@croydon.gov.uk
www.croydon.gov.uk/meetings
Tuesday, 30 January 2018

Members of the public are welcome to attend this meeting.

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

To register a request to speak, please either e-mail

Planning.Speakers@croydon.gov.uk or call James Haywood 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

AGENDA – PART A

1. Apologies for absence

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

2. Minutes of Previous Meeting (Pages 7 - 14)

To approve the minutes of the meeting held on 25 January 2018 as an accurate record.

3. Disclosure of Interest

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

4. Urgent Business (if any)

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

5. Development presentations (Pages 15 - 16)

To receive the following presentations on a proposed development:

There are none.

6. Planning applications for decision (Pages 17 - 20)

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

6.1 17/01929/FUL Walcot Court, 1B Ashburton Road (Pages 21 - 34)

Alterations to lower ground floor parking layout, provision of lightwell and erection of single storey extension to form 2 bedroom flat ; provision of 4 surface level car parking spaces to rear and alterations to vehicle access (Amended Description).

Ward: Addiscombe

Recommendation: Grant permission

6.2 17/02696/FUL 28 - 30 Fairfield Road (Pages 35 - 64)

Demolition of existing buildings and the erection of part four/ part six storey building with basement comprising 11 one bedroom, 10 two bedroom 12 three bedroom and 1 studio flats: formation of vehicular access and provision of basement parking, provision of associated refuse and cycle storage (amended description).

Ward: Fairfield

Recommendation: Grant permission

6.3 17/05863/FUL 21A Green Lane, Purley CR8 3PP (Pages 65 - 76)

Demolition of existing building: erection of two storey building with accommodation in roof space comprising 1 x one bedroom; 6 x two bedroom and 1 x three bedroom flats: formation of vehicular access and provision of associated parking, refuse store and bike store.

Ward: Sanderstead

Recommendation: Grant permission

6.4 17/05830/FUL Coombe Lodge Playing Fields, Melville Avenue, South Croydon, CR2 7HY (Pages 77 - 104)

Change of use of the site from playing fields (D2) to temporary secondary school (D1) until September 2019 for 180 pupils, with associated erection of a temporary two storey school building, car parking, cycle stands, bin stores, fencing, soft and hard landscaping.

Ward: Croham

Recommendation: Grant permission

7. Items referred by Planning Sub-Committee

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

There are none.

8. Other planning matters (Pages 105 - 106)

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, 25 January 2018 at 6.30 pm in Council Chamber, Town Hall,
Katharine Street, Croydon CR0 1NX

MINUTES

- Present:** Councillor Paul Scott (Chair);
Councillor Humayun Kabir (Vice-Chair);
Councillors Jamie Audsley, Richard Chatterjee, Sherwan Chowdhury,
Jason Perry, Joy Prince, Manju Shahul-Hameed, Sue Winborn and
Chris Wright
- Also Present:** Councillors Jane Avis, Alison Butler, Patsy Cummings, Maria Gatland and
Andy Stranack
- Apologies:** Councillors Luke Clancy and Bernadette Khan

PART A

14/18 **Minutes of Previous Meeting**

RESOLVED that the minutes of the meeting held on 11 January 2018 be signed as a correct record.

15/18 **Disclosure of Interest**

In relation to item 5.1 the following declarations were made:

Councillor Scott declared a non-pecuniary interest that the architects firm TP Bennett, for which he was a junior partner, had undertaken work with the Crystal Palace Football Club Foundation seven years ago.

Councillor Perry and Wright declared that they were season ticket holders in the Main Stand at Selhurst Park.

16/18 **Urgent Business (if any)**

There was none.

17/18 **Development presentations**

18/18 **17/05999/PRE Crystal Palace Football Club, Whitehorse Lane, South Norwood**

Presentation of a pre-application scheme for alterations and extensions to the existing stadium, and in particular to increase seating capacity of the Main Stand by 8,000 additional seats and increase internal floor space beneath the stand by 20,000sqm.

Ward: Selhurst

Luke Raistrick, Nick Marshall and Greg Ricketts attended to give a presentation and respond to Members' questions and issues raised for further consideration prior to submission of a planning application.

The main issues raised during the discussion were as follows:

- Encouraging earlier arrival at the stadium would reduce peak congestion but would not necessarily increase sustainable transport use.
- The transport plan needed to address issues of dangerous overcrowding on pavements before and after games.
- The application should include detailed information about how the development would address the loss of housing and what steps were in place to rehouse the displaced social housing tenants. There should be significant engagement with affected tenants as part of this process.
- There was concern that the proposed date of application submission, early February 2018, was too soon and Members were apprehensive that the application was being rushed through.
- The Committee welcomed the commitment to sign up to the good employer charter and commit to the London Living Wage for staff.
- There should be a commitment to improve the public realm in the vicinity of the stadium as part of the development, to create a better sense of place and journey to the stadium.
- There should be greater cooperation with planning officers prior to the submission of the application, particularly on matters such as daylight impact on the area and rehousing solutions.
- Ensure the local community benefit from the development and look for opportunities to create facilities that can be used outside of match days for residents.

19/18 **Planning applications for decision**

20/18 **17/05701/FUL Shirley High School, Shirley Church Road, CR0 5EF**

Erection of 12 no. 10m high floodlight columns to illuminate existing netball courts.

Ward: Heathfield

Following the officers' presentation, Committee Members asked for further detail on the proposed lights to be used in the development. The conditions of use were also clarified and the Committee were informed that an impact assessment after 12 months would be carried out and points were made as to the nature and methodology of such an assessment.

Jack Iacovou, speaking against the application, made the following points:

- There would be significant light spillage onto the properties nearest the courts.
- The courts were positioned very close to neighbouring properties.
- Guidelines on light levels were being ignored in the application.
- There were underused courts in other parts of the boroughs that could host the demand for venues.
- The extended hours would also create a noise nuisance to neighbouring properties, particularly at weekends.

Jackie Rowlands, speaking in favour of the application, made the following points:

- The netball courts had been in existence on the site since the 1960s and prior to the construction of the housing development.
- There had been discussions with local residents prior to the application being submitted.
- The courts hosted busy and popular leagues in the winter and summer seasons, with both adult and child competitions.
- The use of the courts promoted health and fitness to young people.

Councillor Stranack, speaking against the application as substitute for the referring Ward Member Councillor Margaret Mead, made the following points:

- School facilities were important but must be located in appropriate places. The application would place floodlights six metres.
- There were schools within a mile of the site which were underused and could accommodate the demand for courts.
- An appropriate compromise would be weekday use of the lights from 9am until 6pm.
- Concern was raised over the impact of the floodlighting on wildlife in the area.

The Head of Development Management responded with the following points:

- Neighbouring properties had large gardens and any potential light spillage would only affect the rear of these gardens. As the gardens were unlikely to be used during evenings in the winter months any light spillage would be unlikely to affect the amenity or use of that part of the properties.
- The management plan of the site could include how the courts are used, such as prioritising the use of courts furthest away from the properties to limit the impact.

Councillor Wright moved a motion for refusal on the grounds of loss of amenity to local residents, primarily caused by light spillage from the floodlights.

Councillor Scott moved for approval with an additional condition that the floodlights servicing the three courts nearest the residential properties be shut off by 8pm on weekdays. Councillor Perry seconded the motion.

The motion for approval with the additional condition was put to the vote and was carried with nine Members voting in favour and one Member voting against.

The Committee thus **RESOLVED** to grant the application at Shirley High School, Shirley Church Road, CR0 5EF with the following additional condition attached:

- The time of usage on weekdays for the three courts nearest the residential properties are 9am to 8pm.

21/18 **17/05708/FUL 1A West Hill, South Croydon CR2 0SB**

Following the officers' presentation, Committee Members asked for details surrounding the conditions related to the site being an archaeological priority zone and further clarification on the dual aspect windows within the design.

Peter Myring, speaking against the application, made the following points:

- The area was becoming overdeveloped, with a similar development being approved at the Planning Committee just a few weeks previous.
- Over-intensification would have a significant effect on traffic in an area already very congested during peak times.
- The junction near the site was dangerous with poor visibility.
- The development would increase noise and air pollution to the area.
- The design was out of character with the area.

Mark Philpot, speaking in favour of the application, made the following points:

- There had been a number of pre-application submissions prior to the application coming to Committee.
- The development would respect the grain of development in the area and the quality of the architecture was high. Soft landscaping would be introduced which would include addition trees planted onsite.
- There would be adequate parking provision provided onsite.
- The development would create high quality accommodation in an accessible location.

Councillor Gatland, the referring Ward Councillor speaking against the application, made the following points:

- No affordable housing was included in the development.
- The application was replacing a large family home with a block of flats.
- Whilst claiming to be only two stories, this did not take account of the basement and roof developments.
- There were a lot of windows included in the design which would have an inevitable impact on overlooking nearby properties.
- The development would result in the loss of a significant amount of green space and no independent wildlife survey had been carried out.
- The development would increase the overdevelopment of the road and have a negative impact on existing residents.

The Head of Development Management responded with the following points:

- Officers had spent a lot of time working with the applicant over the design of the proposed development to ensure it kept within the character of the area.
- The development was an appropriate distance from neighbouring properties.
- The Highways team had considered the application and were satisfied that it provided for safe entry and exit to the site.

Councillor Perry moved for a motion of refusal, on the grounds that the development was out of character with the area, was an over-intensification of the site, and presented a risk to the safety of the highway.

Councillor Kabir moved for a motion of approval, and Councillor Scott seconded the motion.

Councillor Winborn seconded the motion for refusal.

The motion for approval was put to the vote first and was carried, with six Members voting in favour and four voting against. The second motion therefore fell.

The Committee therefore **RESOLVED** to approve grant the application at 1A West Hill, South Croydon CR2 0SB.

The Committee held a brief adjournment between 21.18 to 21.24.

22/18 **17/04836/FUL Canterbury House, 2-6 Sydenham Road, CR0 9XE**

Following the officers' presentation there were no questions of clarification from the Committee.

Julian Carter, speaking in favour of the application, made the following points:

- The development offered 50% affordable accommodation with high quality management.
- It was an efficient use of space without affecting the functionality of the units.
- There was a communal rooftop amenity included as part of the development as well as external space on the ground floor for a recycling area and child's play space.
- The design of the building was high quality.
- There had been significant engagement with the public through consultations and a public exhibition, as well as engagement with planning officers.

Planning officers present made the following points:

- There were concerns with the size of individual units, including lack of amenity space and lack of natural light exposure.
- The affordable housing on offer was being compromised by the lack of space provided for each unit.

Councillor Scott moved, and Councillor Shahul-Hameed seconded, a motion for refusal on the grounds as stated at paragraph three of the report.

The motion was put to the vote and carried unanimously.

The Committee therefore **RESOLVED** to:

1. Refuse the application on the following grounds detailed in paragraph three of the report -
 - a. Liveability of Proposed development and Impact on Adjacent Dwellings
 - b. Inclusive Access including insufficient Blue Badge parking
 - c. Design
 - d. Mix
 - e. Insufficient Details
 - f. Mitigation
2. That the Director of Planning and Strategic Transport has delegated authority to refuse the planning permission subject to:
 - a. any direction from the Mayor of London;
 - b. amendments considered necessary by the Director of Planning and Strategic Transport to the Reasons for Refusal;

At 21.59 Councillor Scott proposed that the guillotine for the Committee be waived to ensure the completion of the remainder of business, which the Committee approved unanimously.

23/18 **Items referred by Planning Sub-Committee**

There were none.

24/18 **Other planning matters**

There were none.

The meeting ended at 10.01 pm

Signed:

Date:

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PLANNING COMMITTEE AGENDA

PART 5: Development Presentations

1 INTRODUCTION

- 1.1 This part of the agenda is for the committee to receive presentations on proposed developments, including when they are at the pre-application stage.
- 1.2 Although the reports are set out in a particular order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a particular application, you need to be at the meeting from the beginning.
- 1.3 The following information and advice applies to all those reports.

2 ADVICE TO MEMBERS

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

3 FURTHER INFORMATION

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

4 PUBLIC SPEAKING

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

5 BACKGROUND DOCUMENTS

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

6 RECOMMENDATION

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

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PLANNING COMMITTEE AGENDA

PART 6: Planning Applications for Decision

1 INTRODUCTION

- 1.1 In this part of the agenda are reports on planning applications for determination by the Planning Committee.
- 1.2 Although the reports are set out in a particular order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a particular application, you need to be at the meeting from the beginning.
- 1.3 Any item that is on the agenda because it has been referred by a Ward Member, GLA Member, MP, 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: [17/01929/FUL](#)
 Location: Walcot Court, 1B Ashburton Road
 Ward: Addiscombe
 Description: Alterations to lower ground floor parking layout, provision of lightwell and erection of single storey extension to form 2 bedroom flat ; provision of 4 surface level car parking spaces to rear and alterations to vehicle access (Amended Description)
 Drawing Nos: 2016085/TCP001 ; 01 Rev A ; 02 Rev A ; 03 Rev A ; 04 Rev A ; 05 Rev A ; 07 Rev A ; 08 Rev A ; 09 Rev A ; 22 Rev B ; 23 Rev B ; 24 Rev B ; 25 Rev A ; 26 Rev A.
 Applicant: Mr Michael Grundy
 Agent: Get Planning and Architecture Ltd
 Case Officer: Dean Gibson

No. of Flats	Type
1	2 Bedroom (4 Person)

Number of existing car parking spaces	Number of proposed car parking spaces
8 (all located at lower ground level)	9 (five at lower ground level / four at ground level)

1.1 This application is being reported to Planning Committee because in accordance with the Committee Consideration Criteria the number of representations (objections) exceeds the threshold criteria for delegated authority.

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) Development in accordance with the submitted plans
- 2) Submission of details of external facing materials, including samples
- 3) Details of items to be implemented as specified in the application prior to occupation a) refuse store, b) car parking spaces c) cycle storage and retained as such thereafter
- 4) Submission of landscaping and boundary scheme, including new tree planting.

- 5) Submission of details of a security lighting scheme.
- 6) Submission of tree protection scheme
- 7) Development to not exceed 110 cubic metres of water usage per person / per day.
- 8) Commence within 3 years of date of planning permission.
- 9) Any other planning condition(s) considered necessary by the Director of Planning
- 10) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

Informatives

- 1) Site notice removal
 - 2) Developer to have regard to Council's Code of Practice 'Control of Pollution and Noise from Demolition and Construction Sites'
 - 3) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport
- 2.3 That the Planning Committee confirms that it has paid special attention to the desirability of preserving or enhancing the character and appearance of the nearby Central Croydon Conservation Area as required by Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

3 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 The proposal is for the provision of a two bedroom flat in the basement area of existing building and formation of associated front lightwell and rear amenity area. The development would involve the re-location of some of the existing basement parking spaces to ground (surface) level to rear of building (with access from Ashburton Road).
- 3.2 The proposed rear extension would essentially fill in a void area in front of the doors of the existing lower ground floor garages numbered 06, 07, and 08. It would formed of bricks to match the existing building. Timber window and door frames are proposed. The specific external facing materials of the balustrade to lightwell would be subject to approval by a planning condition.
- 3.3 Four new surface level parking spaces are proposed to the rear of the site with access from Ashburton Road. The parking would include three displaced parking spaces from the existing basement. The specific external facing materials of the new surface level hardstanding would be subject to approval by a planning condition. One minor tree, adjacent to the northern boundary of the site, would be removed to facilitate the surface level parking.

Site and Surroundings

- 3.4 Walcot Court is a detached three storey purpose built block of 10 flats with a flat roof and which fronts east onto Ashburton Road and south onto Addiscombe Road. The building is a post-war design and is formed of yellow stock brick. A

flight of stone steps leads up to the main entrance which faces onto Ashburton Road. The building is arranged as three upper floors, with three flats per floor. A further flat is sited at lower ground level. Also at lower ground level is a parking area with 8 garages and refuse storage which is accessed from Ashburton Road via a ramped vehicular access. There is an undercroft turning area behind (to the north) of garages numbered 06, 07, and 08 on the plans. There is soft landscaping which includes several trees, around the building. The site is also bounded by brick boundary walls. The surface level on the southern side of the site facing towards Addiscombe Road is higher than the surface level on the northern side of the site.

- 3.5 The site is bounded to the north by a two storey cottage style dwelling and to the west by a four storey block of purpose built flats at 245 Addiscombe Road. It is opposite an embankment wall to tram lines. The site is within the East India Estate Conservation Area.
- 3.6 The site is within an Area of High Density. The site has a Transport for London Public Transport Accessibility rating of 5, so it is considered to have good access to public transport services, and it is within a short walking distance of tram stops at Sandilands and Addiscombe. The site is within a Controlled Parking Zone and Addiscombe Road is part of the Transport for London Road Network and is Red Route.
- 3.7 Ashburton Road and the surrounding roads are residential in character.

Planning History

- 3.8 The following pre-applications / planning decisions are relevant to the application:

Pre-applications :-

14/03564/Pre and 16/04482/Pre – Additional residential development.

Planning applications :-

12/00209/P – Construction of pitched roof with rooflights over the building with accommodation in roof space comprising 3 one-bedroom flats and external refurbishment including the installation of new windows.

Refused planning permission. Subsequent appeal dismissed.

10/0686/P - Construction of an additional storey to provide an additional 2 two bedroom and 1 one bedroom; erection of external spiral staircase.

Refused planning permission. Subsequent appeal dismissed.

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 The formation of an additional residential unit is acceptable in principle as there are no specific policy designations that would prohibit an additional residential use. Policy supports diversity of housing choice.
- 4.2 The proposed development would not have any adverse effect upon the amenity of adjacent residential occupiers in Ashburton Road or Addiscombe Road. The

detached character of the building, its separation distances to adjacent buildings, and the siting and massing of the proposed extension, would ensure that no that no adverse loss of privacy, outlook, loss of light or visual intrusion would occur to adjacent residential occupiers.

- 4.3 The design of the extension, proposed alterations, and proposed surface level parking would be respectful to the character of the conservation area. The development would not have any adverse effect on the visual integrity of the East India Estate Road Conservation Area.
- 4.4 One additional off-street parking space would be formed for the proposed additional flat. This would be acceptable in this location, with its easy access to public transport facilities, and shops and services. The provision of cycle storage on the site would promote sustainable travel choice.

5 CONSULTATION RESPONSE

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

6 LOCAL REPRESENTATION

- 6.1 The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. The application has also been publicised in the local press.
- 6.2 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: 29 Objecting: 27 Supporting: 1

Commenting : 1

No of petitions: 0

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

- Mid-Croydon Conservation Area Advisory Panel (commenting)

- 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:

Summary of objections	Response
<i>Design and Townscape</i>	
Loss of tree / soft landscaping Detrimental to character of Conservation Area.	Only one tree, a Cherry Plum tree would be removed. The tree survey submitted with the application shows it is in a poor condition. The tree in question is also behind the existing fence line of the site so

<p>Out of character with surroundings.</p>	<p>it is not highly visible from the street. A landscaping condition is proposed which would require a new tree to be planted within the site.</p> <p>The proposed rear extension and the proposed front lightwell would not be highly visible from the public realm.</p> <p>Officers consider that the development would not be detrimental to the character of the existing house or conservation area.</p>
<p>Overdevelopment</p>	<p>The site is within an area of High Density and the additional of one additional unit in an accessible location would not result in overdevelopment.</p>
<p>Amenities of Future Occupiers</p>	
<p>Poor accommodation.</p> <p>Poor access to flat.</p>	<p>The proposed flat layout would meet housing standards and would have good outlook and natural light to its main habitable rooms.</p> <p>Access to the flat would be via an existing gated footpath on the site.</p>
<p><i>Parking / Highway Issues</i></p>	
<p>Not all of existing garages on site are let to Walcot Court residents.</p>	<p>Parking provision is made for the proposed flats. The site is within a controlled parking zone. It is also has good links to public transport.</p>
<p><i>Drainage</i></p>	
<p>Will adversely affect local drainage.</p>	<p>The applicant advises the drainage will connect to the existing mains sewer.</p>
<p><i>Inaccurate Drawing</i></p>	
<p><i>Boundary wall incorrectly positioned in relation to 245 Addiscombe Road</i></p>	<p>An amended plan was invited and was duly received to resolve this issue.</p>

<i>Publication / Notification of Application</i>	
<i>No publication / notification of application to residents of Walcot Court.</i>	The application was publicised in accordance with statutory requirements.
<i>Misleading site notices.</i>	Initial site notices were erected 14/09/17 – at the end of the application proposal description it refers to '(amended description)'. This is quite a common addition done by case officers to denote the description of development differs to that initially described on receipt of the application.
<i>Refuse Storage</i>	
<i>No provision for refuse storage.</i>	There is an existing refuse storage area on the site which the proposed flat would use.
<i>Non-Material Planning Issues</i>	
<i>Affect on foundations</i> <i>Affect on gas and electricity</i> <i>Fire safety</i>	These are matters for building control or utility companies.

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 2016 (as consolidated with alterations since 2011), 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 The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) was approved by Full Council on 5th December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3rd February 2017. The examination in public took place between 16th May and 31st May 2017. Main modifications were received from the Planning Inspector and the Council consulted on these modifications during the autumn of 2017. The Planning Inspector concluded his examination in January 2018 and has found the Partial Review (CLP1.1) and the Detailed Policies and Proposals (CLP2) sound subject to a number of main modifications being made to them. The Council aims to adopt the Local Plan in early 2018.
- 7.3 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. 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 Planning Inspector has

concluded his examination of CLP1.1 and CLP2, there are certain policies contained within these plans that are not subject to any modifications and significant weight may be afforded. However, at this stage in the process no policies are considered to outweigh the adopted policies listed below to the extent that they would lead to a different recommendation.

7.4 The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

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

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

7.6 Consolidated London Plan 2016 – Consolidated with Alterations Since 2011 (LP):

- 3.3 Increasing housing supply
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.13 Parking
- 7.8 Conservation / Heritage Assets

7.7 Croydon Local Plan: Strategic Policies 2013/Partial Review Proposed Submission 2016 (CLP1 and CLP1.1):

- SP2 Homes
- SP2.3 Choice of homes
- SP2.5 (SP2.7 in CLP1.1) Mix of homes
- SP2.6 (SP2.8 in CLP1.1) Quality and standards
- SP4 Urban design and local character
- SP4.1 High quality development
- SP4.12 – SP4.14 Conservation / heritage Assets
- SP6 Environment and climate change

- SP6.3 Sustainable design and construction
- SP7.4 Enhance biodiversity
- SP8.3 Making full use of public transport
- SP8.7 Cycling
- SP8.17 Parking

7.8 Croydon Local Plan : Detailed Policies and Proposals CLP2 – Proposed Submission 2016

- DM1 Sustainable housing choice
- DM11 Design and character
- DM14 Refuse and recycling
- DM17 Promoting healthy communities
- DM19 Heritage assets and conservation
- DM24 Sustainable design and construction
- DM25 land contamination
- DM26 Sustainable drainage systems / reducing flood risk
- DM28 Protecting and enhancing biodiversity
- DM29 Trees
- DM30 Promoting sustainable travel and reducing congestion
- DM31 Car and cycle parking in new development
- DM37 Addiscombe

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

- UD1 High quality and sustainable design
- UD2 Layout and siting of new development
- UD3 Scale and design of new buildings
- UD8 Protecting residential amenity
- UD13 Parking design and layout
- UD14 Landscaping
- UD15 Refuse and recycling storage
- UC3 Conservation Areas
- UC11 Archaeology
- EP1 – EP3 Pollution
- EP5 - EP7 Water – flooding, drainage and conservation
- NC4 Trees
- T2 Traffic generation from development
- T4 Cycling
- T8 Parking
- H2 Supply of new housing

7.10 The relevant adopted Conservation Area Appraisal and Management Plan is as follows:

- East India Estate Conservation Area Assessment and Management Plan

8 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development and housing mix
2. Townscape and visual impact and consideration of density
3. Housing Quality for future occupiers
4. Residential amenity for neighbours
5. Transport
6. Sustainability
7. Environment

Principle of Development and Housing Mix

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

8.3 Given the site is already in residential use then the principle of the development of the site is therefore considered acceptable.

Townscape and visual impact and consideration of density,

8.4 The building is located in a grid of residential streets within the East India Estate Conservation Area.

8.5 The proposed rear infill extension would complement the existing building and its grounds. It would be constructed in brick to match the existing building and it would have timber framed windows and doors so would reflect the historic material palette of the East India Estate Conservation Area. This matter can be secured by condition. The infill extension would not be highly visible from the street and so would not adversely affect the visual amenity of the East India Estate Conservation Area.

8.6 The provision of the lightwell to the southern facing elevation of the building would be acceptable. It would not be highly visible from the street given its function.

8.7 The formation of a hard-standing surface to the northern side of the building would result in the loss of one tree (adjacent to the northern boundary of the site), a small area of grass, and the rear dividing fence. The tree that would be removed is behind the dividing fence and it is a poor specimen. It is not highly visible from the street. In mitigation a replacement tree within the site could be secured as part of a landscaping condition. A small area of grass would be removed to facilitate the surface parking area and its access. However, this would not be detrimental to the visual appearance of the site and it noted there are several other examples in the locality of flatted development with rear car parking areas, so it would not be out of character with the area. Part of the existing boundary wall, in front of the surface parking, which faces onto

Ashburton Road would be increased in height to 1.10m, which would further screen the proposed surface parking area from the street.

- 8.8 Overall the development would have no adverse effect on the character of the site or the East India Estate Conservation Area.

Housing Quality for future occupiers

- 8.9 The floor area of the proposed flat would be 81 square metres. This would comfortably exceed the minimum 70 square metres required by housing standards for a 2 bedroom/4 person flat. The proposed lightwell to the flat would face south, so it would receive direct sunlight, and it would have a length of 2 metres. This would provide an acceptable amount of light and outlook to the bedrooms that it would serve. The main living area of the flat would face north and would not need a lightwell due to the different ground level between the south and north of the site. It would also have an acceptable amount of light and outlook to the main living area. A private amenity space of 20 square metres would be provided for the new flat.
- 8.10 The layout and amenity of the proposed flat would therefore be of an acceptable standard.

Residential Amenity for Neighbours

- 8.11 The proposed location of the flat is such that it would not result in any adverse effect on the amenity of adjacent residential occupiers. Substantive areas of communal amenity space would remain for the occupiers of the existing flats.
- 8.12 Noise and disturbance from construction works on the site would be inevitable but would also be relatively minor. They would also be subject to separate environmental legislation. The Council and the GLA also produce good practice guidance on this matter of which the developer be informed.

Transport

- 8.13 The site is in an area with a PTAL of 5, which is a high rating for accessibility to public transport. Ashburton Road and the surrounding roads are within a Controlled Parking Zone. There would not be a net loss of off-street parking provision on the site. The provision of one off-street parking space for the proposed additional flat would be acceptable. The proposal would not affect the function of the remaining lower ground floor garages, numbered 01 to 05, on the site.
- 8.14 Cycle storage is proposed adjacent to the existing lower ground floor garages. This would be acceptable and its provision can be secured by condition.

Sustainability

- 8.15 The proposal would not be subject to any specific carbon reduction sustainable development measures. It would be expected to meet target consumption rates to minimise water usage. This matter can be secured by condition.

Environmental Issues

Water Resources and Flood Risk

8.16 The connection to existing drainage systems would be maintained.

9 OTHER PLANNING ISSUES

Trees / Landscaping / Wildlife

9.1 Only one tree, a Cherry Plum tree, would be removed. The tree survey submitted with the application shows it is in a poor condition. The tree in question is also behind the existing fence line of the site so it is not highly visible from the street. A landscaping condition is proposed which would require a new tree to be planted within the site. The other trees on site could be protected during construction works and the matter could be secured by condition.

Refuse storage

9.2 The existing refuse store at lower ground floor level would be utilised.

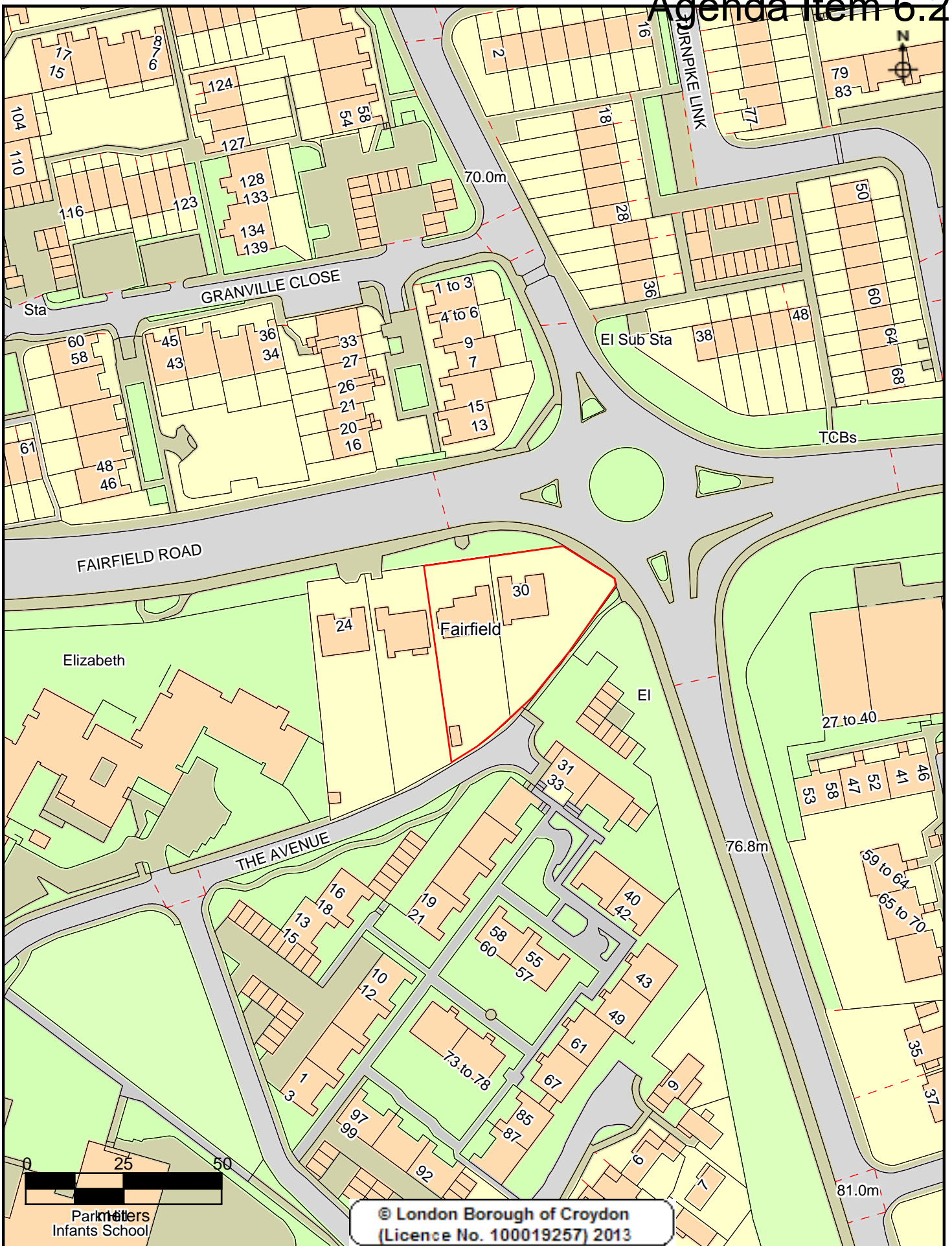
Security

9.3 In terms of security, the development would increase natural surveillance of the adjacent properties. Details of security lighting could be secured by condition.

CONCLUSION

9.4 The recommendation is to Grant Planning Permission. All other relevant policies and considerations, including equalities, have been taken into account.

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1 SUMMARY OF APPLICATION DETAILS

Ref: [17/02696/FUL](#)
 Location: 28 – 30 Fairfield Road
 Ward: Fairfield
 Description: Demolition of existing buildings and the erection of part four/ part six storey building with basement comprising 11 one bedroom, 10 two bedroom 12 three bedroom and 1 studio flats: formation of vehicular access and provision of basement parking, provision of associated refuse and cycle storage (amended description)
 Drawing Nos: S101A ; S102A ; S103 ; P101F ; P102F ; P104F ; P105F ; P106F ; P110G ; P111F ; P112F ; P113F ; P114F ; P115F ; P116F ; P118A ; P120F ; P124A.
 Applicant: Montreaux Ltd
 Agent: OSP Architceture
 Case Officer: Dean Gibson

Type : Flats	Market	Affordable Housing		No. of Persons
		Affordable Rent	Shared Ownership	
Studio	1	0	0	1
1 bed/2 person	8	0	3	22
2 bed/3 person	5	0	1	18
2 bed/4 person	3	0	1	16
3 bed/5 person	10	0	2	60
TOTAL	27	0	7	117

Number of car parking spaces	Number of cycle parking spaces
13 (Includes 4 disabled spaces)	56

1.1 This application is being reported to Planning Committee because the total number of resident objections received exceeds the threshold of officer delegated authority and in accordance with the Committee Consideration Criteria it is therefore reported for Consideration by the Planning Committee.

2 RECOMMENDATION

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

- A. The prior completion of a S106 legal agreement to secure the following planning obligations:

- a) Affordable housing provision to include 7 residential units (20% of units / 20% of total habitable rooms) being shared ownership;
- b) Affordable housing review mechanism and nominations agreement (early and late stage review mechanisms in accordance with the Mayor of London Affordable Housing and Viability SPG 2017);
- c) Carbon off set financial contribution of £41,400
- d) Car club provision / monitoring
- e) Restriction on residential car parking permits (with exception of blue badge holders)
- f) Air quality financial contribution of £3,400
- g) Local Employment and Training Strategy and Employment and associated financial contribution of £18,750
- h) Tree works financial contribution of £7051 payable to Transport for London (for loss of tree from Fairfield Road)
- i) Highway works: S278 agreement with local planning authority required for highway works to rear.
- j) Highway works: S278 agreement with Transport for London for re-instatement of full kerbs in place of redundant dropped kerbs on Fairfield Road, public realm hard and soft landscaping works directly in front of the site on Fairfield Road. Provision for tree replacement, grass verge replacement, and highway surface works of making good.
- k) Monitoring fees (in accordance)

2.2 That the Director of Planning and Strategic Transport has delegated authority to negotiate the detailed term of the legal agreement, securing additional/amended obligations if necessary.

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) Time limit of 3 years
- 2) In accordance with approved plans
- 3) Full details of materials, including samples, and design detail
- 4) Typical façade details at 1:10
- 5) Details of hard and soft landscaping including children's play area
- 6) Submission to local planning authority of Tree Protection Plan/Method Statement for trees identified as T1, T8 and T12 (shown on drawing 17115/TCP/01 submitted in arboricultural report). Once approved, in and consultation with relevant highway

authority (Transport for London) for Fairfield Road with regard to trees T1 and T12, the Tree Protection Plan/Method Statement is to be implemented as specified for the duration of demolition and construction works associated to the development.

7) Submission to local planning authority for its written approval of a detailed Tree Planting Scheme in association with submitted arboricultural report. Once approved, in and consultation with relevant highway authority (Transport for London) for Fairfield Road, the new trees are to be planted prior to the first occupation of the new dwellings.

8) Proposal for the treatment of any gates proposed for the basement access

9) 10% of the dwellings shall be designed to be Category 3 'Wheelchair user dwellings'

10) 90% of the dwellings shall be designed to be Category 2 'Accessible and adaptable'

11) A Stage 1 / Stage 2 Road Safety Audit pertaining to means of vehicular access to the site to be submitted to local planning authority for its written approval prior to commencement of development.

12) Plans showing vehicle tracking movements and vehicle egress to and from the proposed vehicular access to the site serving Fairfield Road shall be submitted to the local planning authority for its written approval prior to the commencement of the development. The vehicular access is to be implemented as specified and approved before the first occupation of the new dwellings.

13) Prior to the commencement of the development the developer shall enter into Highway Agreement(s) with the relevant highway authority (Transport for London) to secure the removal of the redundant crossovers directly in front of the site on Fairfield Road and restore the dropped kerbs to full kerbs. The agreed works shall be only be implemented in accordance with such approved details prior to the first occupation of the new dwellings.

14) Prior to the commencement of the development the developer shall enter into Highway Agreement(s) with the relevant highway authority (Transport for London) to secure the necessary public realm hard and soft landscaping works directly in front of the site on Fairfield Road. The agreed works, including any tree replacement, and/or grass verge replacement, and/or highway surface works of making good shall only be implemented in accordance with such approved details prior to the first occupation of the new dwellings.

15) Submission for approval of visibility splays to vehicle entrance.

16) Provision of cycle parking and disabled resident parking prior to first occupation of new dwellings

17) Provision of electric and passive vehicle charging points

18) Submission of details of the car club

19) Details of refuse collection arrangements

20) Detailed Construction Logistics Plan (to include site waste management plan) and Construction Environment Management Plan

21) Submission of and compliance with detailed Travel Plan.

22) Submission of Delivery and Servicing Plan

23) Photovoltaic panel details to be submitted

24) Noise standard compliance for living rooms and bedrooms

25) Submission of air quality Low emission strategy

26) Secure by Design

27) Petrol and oil receptors provided in car park areas

28) Submission of biodiversity enhancements

- 29) Submission of sustainable urban drainage strategy (detailing any on and/or off site drainage works)
- 30) Water consumption
- 31) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Development is CIL liable
- 2) Construction site code of conduct
- 3) Thames Water informative
- 4) Subject to a legal agreement – S106
- 5) Subject to highway legal agreement/s – S278 Local Planning Authority
- 6) Subject to highway legal agreement/s – S278 Transport for London
- 7) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport.

2.4 That, if by 8 May 2018 the S106 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 The application seeks permission for the following :

- Demolition of existing dwelling houses (No.'s 28 and 30 Fairfield Road and associated outbuildings).
- Erection of 4 to 6 storey building facing Fairfield Road and comprising 34 flats with associated landscaping and boundary treatment.
 - 12 x 3 bedroom flats
 - 10 x 2 bedroom flats
 - 11 x 1 bedroom flats
 - 1 x Studio flat
- Provision of basement parking for 13 cars (including 4 disabled spaces).
- Provision of cycle storage in basement (56 cycles).
- Provision of refuse storage to the rear (collection from The Avenue).

Site and Surroundings

3.2 The site comprises two adjacent detached two storey dwellings houses at 28 and 30 Fairfield Road respectively, which face north onto Fairfield Road. The house at No. 30 has an irregular plot shape and a flank elevation that faces east towards Park Hill Road. The southern and eastern boundaries of the application site are screened to an extent by mature trees and hedges. A Copper Beech tree on the

southern boundary of 28 Fairfield Road is protected by a Tree Preservation Order. To the south of both houses is a public footpath which connects between Park Hill Road to The Avenue. Both dwellings have rear gardens laid to lawn and have respective hard surface forecourts with informal off-street parking arrangements. Both forecourts are entered/exited from Fairfield Road.

- 3.3 The existing row of detached houses that comprise No's. 24 to 30 Fairfield Road have an Arts and Craft/Mock Tudor style. The dwelling at No. 24 has a recent back garden development granted in the form of two/three storey contemporary detached building comprising 6 flats and which fronts The Avenue. 28 Fairfield Road is bounded to the west by a two storey detached dwelling at 26 Fairfield Road.
- 3.4 In the wider area there are four storey late twentieth century blocks of flats evident on Park Hill Road, Chepstow Road, and The Avenue. Opposite the site Turnpike Link is a Wates style housing estate.
- 3.5 Fairfield Road has dual carriageways and is classified as a Red Route. The site is within an Archaeological Priority Zone and a designated area of High Density.

The Planning History

28-30 Fairfield Road

- Ref: 16/04891/Pre Pre-application enquiry – demolition of existing dwellings ; Erection of 4 to 6 storey block of flats comprising 36 flats and provision of basement parking.

30 Fairfield Road

- Ref: 15/05542/P for demolition of existing buildings and erection of three/four storey building containing 8 two bedroom and 1 three bedroom flats; formation of access; provision of associated parking, cycle storage and refuse storage. **Granted planning permission (not implemented) - 15/02/16**

24 Fairfield Road

- Ref: 15/00548/P for erection of a two/three storey building at rear (fronting The Avenue) to provide 5 x two bedroom and 1 x studio flats; construction of bin store/cycle store **Granted planning permission (under implementation) 18/05/15.**

26 Fairfield Road

- Ref: 16/03224/P - Erection of two/three storey building at rear comprising 6 one bedroom flats **Refused planning permission 07/11/16**
- Ref: 16/06484/FUL- Erection of three storey building at rear comprising 6 x one bedroom flats, with associated cycle and refuse storage and landscaping **Granted planning permission 22/05/17.**

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 There is no objection in principle to the proposal. A residential development is appropriate given the existing use of the site as residential accommodation, the character of the surrounding area and the significant housing demand within the Borough.
- 4.2 It is considered that the development would contribute positively to the surrounding townscape and its design is visually pleasant, well thought through and the materials and details of high quality. The proposal would sit comfortably within the context of the surrounding built up area and within the street scene and would be in accordance with design policies.
- 4.3 The proposed density would be 532 habitable rooms per hectare. The proposed housing density is therefore well within the density range outlined as normally acceptable in the London Plan. Given the context of this site, close to Croydon Metropolitan Centre, the density is appropriate.
- 4.4 The proposal would provide an appropriate mix of London Plan compliant units (12x3 bedroom ; 10 x 2 bedroom ; 11 x 1 bedroom) to meet a variety of demands across the Borough in accordance with Policy 3.8 of the London Plan.
- 4.5 All of the proposed units would meet the National technical housing standards in terms of overall size and bedroom size. All of the units would also meet the requirements as outlined in the Housing SPG in relation to amenity space quantum and minimum dimensions and would provide a good standard of accommodation.
- 4.6 The proposal would provide 7 affordable units all as shared ownership units (20% of total units) comprising 3 x 1-bedroom, 2 x 2-bedrooms , and 2 x 3 bedroom units. This offer has been subject to extensive viability testing and is considered to be the maximum reasonable level of affordable housing, which still allows the scheme to be financial viable and deliverable. This is less than the Council's policy aim, which is for 50% of units to be affordable. The applicant has agreed to undertake early and late stage affordable housing reviews being included in the legal agreement (so that increased levels of affordable housing could be secured if the development economics of the scheme improve). Given this and the constraints of the site, the proposed tenure is considered acceptable.
- 4.7 The proposed development would meet all relevant residential space standards and makes adequate provision for private and communal amenity space and play space. Adequate levels of daylight would also be provided within the flats for future residents.
- 4.8 Given the proposed design and positioning of the proposed development and the separation distances between proposed residential units and with neighbouring residential properties in Fairfield Road, The Avenue, Chepstow Road, Park Hill Road, and Turnpike Link, the proposal would not result in any

undue loss of outlook or privacy to the existing occupiers of neighbouring residential properties and to future occupiers of the development.

- 4.9 With suitable conditions (which are recommended) to secure mitigation, the development is considered acceptable with regards to its environmental impacts, specifically in relation to internal noise conditions, air quality impacts and flood risk.
- 4.10 The highways impacts of the development would be acceptable. 13 parking spaces would be provided at basement level including 4 disabled spaces to serve wheelchair users who may occupy the development and 56 cycle parking spaces in accordance with the London Plan's cycle standards. The Council's Highways advisor has raised no objection to the proposals.
- 4.11 The building would have a sustainable construction, meeting all of the relevant sustainability standards.

5 CONSULTATION RESPONSE

5.1 Transport for London (TfL) were consulted as Fairfield Road is a part of the Transport for London Road Network (TLRN). They had no in principle objection to the proposed development subject to issues related to road safety and public realm landscaping works being secured by conditions and/or legal agreements as appropriate and necessary. The issues identified are summarised as :

- Road safety audit prior to commencement of development to be agreed by TfL
- Specific details of vehicle entry/exit / egress movements to be agreed by TfL
- S278 agreement with TfL (including costs undertaking) for any associated works to highway resulting from proposed vehicle access
- S106 agreement to secure financial contribution of £7051 payable to TfL for loss of street tree (from Fairfield Road).
- Provision for replacement street tree for loss of street tree – details to be specified and agreed with TfL
- Tree protection scheme/method statement to be secured for two street trees in front of site on Fairfield Road
- S278 agreement with TfL for securing public realm enhancement works, including any tree replacement, and/or grass verge replacement, and/or highway surface works of making good
- Site-related car club space;
- Electric vehicle charging points;
- Provision of 56 cycle parking spaces
- Restriction of residential parking permits
- Submission for approval of a construction logistics plan
- Submission for approval of a delivery & servicing plan

5.2 These issues would be secured by the proposed schedule of conditions and/or through associated legal agreements.

- 5.3 Historic England (Archaeology) were consulted and had no archaeological requirement for the proposed development.
- 5.4 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. On the receipt of amended plans amendment site notices were also erected.

6.2 The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 16 Objecting: 16

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

Summary of objections	Response
Overdevelopment / Inappropriate Density	See paragraphs 8.4 to 8.10 below
Out of character with area / Too many flats in area	See paragraphs 8.26 to 8.33 below
Loss of light	See paragraphs 8.36 to 8.47 below
Loss of privacy	See paragraphs 8.48, and 8.58 and 8.59 below
Increased parking / traffic	See paragraphs 8.75 and 8.79 below
Road safety hazard	See paragraphs 8.76, and 8.78 to 8.80 below
Increased noise	See paragraph 8.66
Affect on trees	See paragraphs 8.71 and 8.72 below

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 London Plan 2016

(consolidated with alterations since 2011), 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.

CLP1.1 & CLP2

- 7.2 The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) was approved by Full Council on 5th December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3rd February 2017. The examination in public took place between 16th May and 31st May 2017. Main modifications were received from the Planning Inspector and the Council consulted on these modifications during the autumn of 2017. The Planning Inspector concluded his examination in January 2018 and has found the Partial Review (CLP1.1) and the Detailed Policies and Proposals (CLP2) sound subject to a number of main modifications being made to them. The Council aims to adopt the Local Plan in early 2018.
- 7.3 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. 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 Planning Inspector has concluded his examination of CLP1.1 and CLP2, there are certain policies contained within these plans that are not subject to any modifications and significant weight may be afforded. However, at this stage in the process no policies are considered to outweigh the adopted policies listed below to the extent that they would lead to a different recommendation.
- 7.4 The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:
- Section 4: Promoting sustainable transport
 - Section 6: Delivering a wide choice of quality homes
 - Section 7: Requiring good design
 - Section 8: Promoting healthy communities
 - Section 10: Meeting the challenge of climate change, flooding and coastal change
- 7.5 The main policy considerations raised by the application that the Committee are required to consider are:
- 7.6 Consolidated London Plan 2016 (LP):
- 3.1 Equal Life Chances for All

- 3.3 Increasing Housing Supply
- 3.4 Optimising Housing Potential
- 3.5 Quality and Design of Housing Developments
- 3.6 Children's Play and Recreation Areas
- 3.8 Housing Choice
- 3.9 Mixed and Balanced Communities
- 3.10 to 3.13 Affordable Housing
- 5.1 Climate Change Mitigation
- 5.2 Minimising Carbon Dioxide Emissions
- 5.7 Renewable Energy
- 5.13 Sustainable Drainage
- 5.15 Water Use and Supplies
- 5.21 Contaminated Land
- 6.3 Transport Capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An Inclusive Environment
- 7.3 Designing Out Crime
- 7.4 Local Character
- 7.5 Public Realm
- 7.6 Architecture
- 7.8 Archaeology
- 7.14 Improving Air Quality
- 7.15 Reducing and Managing Noise
- 7.19 Biodiversity
- 7.21 Trees and Woodland

7.7 Croydon Local Plan: Strategic Policies 2013 (CLP1) and Partial Review (CLP1.1) Proposed Submission 2016:

- SP2.1 Homes
- SP2.2 Quantities and Locations
- SP2.3 and SP2.4 Affordable Homes (and SP2.5 in CLP1.1)
- SP2.5 Mix of Homes by Size (SP2.7 in CLP1.1)
- SP2.6 Qualities and Standards (SP2.8 in CLP1.1)
- SP4.1 and SP4.2 Urban Design and Local Character
- SP4.7 Public Realm
- SP4.13 Archaeological Priority Zones
- SP6.2 Energy and Carbon Dioxide Reduction
- SP6.3 Sustainable Design and Construction
- SP6.4 Flooding and Water Management
- SP7.4 Biodiversity
- SP7.5 Productive Landscapes
- SP8.3 Pattern of Development and Accessibility
- SP8.6 Sustainable Travel Choice
- SP8.7 Cycle Provision
- SP8.12 Electric Vehicle Charging Points
- SP8.13 Car Clubs

- SP8.15 and SP8.16 Parking
- SP8.18 and SP8.19 Efficient and Clean Movement

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

- UD1 High Quality and Sustainable Design
- UD2 Layout and siting of new development
- UD3 Scale and Design of new buildings
- UD8 Protecting residential amenity
- UD13 Parking Design and Layout
- UD14 Landscaping
- UD15 Refuse and Recycling Storage
- UC5 Local Areas of Special Character
- EP1 – EP3 Pollution
- EP5 - EP7 Water – Flooding, Drainage and Conservation
- T2 Traffic Generation from Development
- T4 Cycling
- T8 Parking
- H2 Supply of new housing

7.9 Croydon Local Plan : Detailed Policies and Proposals Proposed Submission 2016 (CLP2)

- DM1 Housing Choice
- DM11 Design and Character
- DM14 Refuse and Recycling
- DM24 Sustainable Design and Construction
- DM25 Land Contamination
- DM26 Sustainable Drainage
- DM28 Protecting / Enhancing Biodiversity
- DM29 Trees
- DM30 Sustainable Travel
- DM31 Car and Cycle Parking
- DM37 Addiscombe

Relevant Supplementary Planning Guidance (SPG)

- SPG12 – Landscape Design
- SPG17 - Sustainable Surface Water Drainage
- London Plan Housing 2016
- London Plan Affordable Housing and Viability 2017

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. Density, housing unit mix and affordable housing
3. Townscape and visual impact
4. Impact on adjoining occupiers
5. Quality of living environment provided for future occupiers
6. Environmental impacts
7. Transportation, access and parking
8. Sustainability
9. Other planning Matters

Principle of development

- 8.2 At the heart of the National Planning Framework 2012 (NPPF) is a presumption in favour of sustainable development which meets social, economic and environmental needs.
- 8.3 Croydon Local Plan Strategic Policies (CLP1) Policy SP1.3 states that the Council will seek to encourage growth and sustainable development. The NPPF also attaches great importance to significantly boosting the supply of new housing. Policy 3.3 of the London Plan further seeks to increase housing supply across the Capital, with minimum housing targets being set out in Table 3.1. For Croydon, the London Plan sets a minimum target of 1,435 residential units per year in the borough over the period of 2015-2025.
- 8.4 The scheme would provide a net increase of 32 new units on a site, currently occupied by 2 dwelling houses. In principle, no objection is raised to the replacement of the existing houses with a flatted development. The core principles of the NPPF encourage the re-use of previously developed land. In light of the priority given to the delivery of a significant number of new dwellings the principle of the redevelopment of the site for a residential development is supported.

Density, housing unit mix and affordable housing

Density

- 8.5 Policy 3.4 of the London Plan states that taking into account local context and character, the design principles in Chapter 7 and public transport capacity, development should optimise housing output within the relevant density range shown in Table 3.2. Based on the public transport accessibility level (PTAL 6B) and the site's characteristics, the London Plan density matrix suggests a residential density of between 650 and 1100 habitable rooms per hectare.
- 8.6 The residential density of the proposal would be 532 habitable rooms per hectare which is below the indicative range within the London Plan for a central area.
- 8.7 The Mayor's Housing SPG, at paragraph 1.3.12, further states that the density ranges should be "*used as a guide and not an absolute rule, so as to also take proper account of other objectives*". It does not preclude developments with a density above the suggested ranges, but requires that they "*must be tested rigorously*" (para.1.3.14). This will include an examination of factors

relating to different aspect of “liveability” of a proposal (dwelling mix, design and quality of accommodation), access to services, impact on neighbours, management of communal areas and a scheme’s contribution to ‘place shaping’. The impact of massing, scale and character in relation to nearby uses will be particularly important.

- 8.8 The SPG also considers the opportunities and constraints with regards to density on small sites (para.1.3.39). Responding to existing streetscape, massing and design of the surrounding built environment should be given special attention – where existing density is high, for example, higher density can be justified. Paragraph 1.3.40 notes that small sites require little land for internal infrastructure, and as such, it is appropriate for density to reflect this. These factors are all relevant to the development of the application site.
- 8.9 It is considered that the proposed residential development has been designed to deliver new homes within buildings that respond to their local context, taking into account both the physical constraints of the site and its relationship with neighbouring properties and the nearby townscape.
- 8.10 The proposed development does not exceed the London Plan density range. It delivers on London Plan policy by optimising additional housing on an existing residential site in a highly accessible location. The density of the development is therefore considered to be acceptable.

Housing Unit Mix

- 8.11 CLP1 Policy SP2.5 seeks to secure the provision of family housing and states the Council’s aspiration for 60% of all new homes outside of the Croydon Opportunity Area having three or more bedrooms. It is important to highlight that emerging policy differs from the existing policy, whereby 2 bed (4 person) units are also considered to be family accommodation for the first 2 years of the plan.
- 8.12 The unit mix of the development is reproduced below for ease of reference:

Type : Flats	Market	Affordable Housing		No. of Persons
		Affordable Rent	Shared Ownership	
Studio	1	0	0	1
1 bed/2 person	8	0	3	22
2 bed/3 person	5	0	1	18
2 bed/4 person	3	0	1	16
3 bed/5 person	10	0	2	60
TOTAL	27	0	7	117

- 8.13 The proposal allows for 35% 3 bedroom units and 29% two bedroom units. With reference to emerging Local Plan Policy document CLP2 (see Section 5) two bedroom four person units (as are proposed) may be acceptable in lieu of larger family homes of three beds or more. Therefore when calculating the family housing provision on this basis, the proposed development will exceed

the above target within CLP1 and the proposed proportion of family housing is considered acceptable.

- 8.14 On balance, it is considered that the proposal would provide an appropriate mix of units 11 x 1-bedroom; 10 x 2-bedroom; 12 x 3-bedroom; 1 x studio to meet a variety of demands across the Borough in accordance with Policy 3.8 of the London Plan.

Affordable Housing – Regional Policy Context

- 8.15 Policies 3.8 to 3.13 of the London Plan relate to affordable housing. Policy 3.11 states that the Mayor will, and boroughs and other relevant agencies and partners should, seek to maximise affordable housing provision and ensure an average of at least 17,000 more affordable homes per year in London over the term of this Plan. In order to give impetus to a strong and diverse intermediate housing sector, 60% of the affordable housing provision should be for social and affordable rent and 40% for intermediate rent or sale. Priority should be accorded to provision of affordable family housing. Paragraph 173 of the NPPF imposes an obligation on Councils to ensure viability when setting requirements for affordable housing.
- 8.16 Policy 3.12 of the London Plan further seeks the maximum reasonable amount of affordable housing when negotiating on individual housing schemes but states that the objective is to encourage rather than restrain residential development.

Affordable Housing – Existing Local Policy Context

- 8.17 Policy SP2.4 of CLP1 seeks up to 50% affordable housing provision on sites such as this. Table 4.1 provides flexibility, requiring a minimum level of affordable housing on all sites. Following the end of the first three years of the plan, the minimum level was reviewed (from its previous minimum requirement of 15%) and this is currently set at 50%. The affordable housing should be provided at a ratio of 60:40 between affordable rented homes and intermediate housing. This policy is being reviewed through the partial review of CLP1 (CLP1.1). The Local Plan Inspector has introduced main modifications to the policy, but these do not alter the overall approach of the policy.

Affordable Housing – Emerging Local Policy Context

- 8.18 Taking account of the sites location, emerging policy SP2.4 of CLP1.1 seeks a minimum on site provision of 15% of units being provided as affordable housing, along with a review mechanism (which seeks to secure additional affordable housing to make up for any shortfall once actual costs and revenues are known).
- 8.19 Emerging policy retains the 60:40 (affordable rent and shared ownership) ratio but expands the types of intermediate products to include starter homes and intermediate rent products as well as low costs shared ownership homes.

- 8.20 The Applicant's viability report has been independently assessed by the Council's viability consultant, who have confirmed the accuracy of the applicant's financial viability assessment. In this case the provision of the CLP1 target of 50% affordable housing is not achievable. The developer is proposing to achieve affordable housing on site through delivering 20% by habitable rooms within the development. This represents 7 shared ownership units comprising 3 x 1 bedroom, 2 x 2 bedroom and 2 x 3 bedroom flats. The 7 units would comprise the entire ground floor of the development.
- 8.21 The affordable housing offer makes provision for shared ownership only. This is proposed in order to maximise the overall quantum of affordable housing the scheme can viably support. The London Plan *Housing* Supplementary Planning Guidance acknowledges that there is a significant local need for smaller 1, 2 and 3 bedroom shared ownership homes due to the growing number of newly forming households who are unlikely to be eligible for social/affordable rented accommodation but who are unable to access private sale housing due large equity deposit and mortgage repayment requirements. The applicant has made a substantive case (as tested through the financial viability assessment) that it would not be viable to provide and manage two different affordable housing tenures in the building.
- 8.22 As the amount of affordable housing proposed is less than the minimum amount of 50% affordable housing required by planning policy, it is proposed that review mechanisms will be sought through the S106 Agreement. As the residential component of the scheme is likely to be delivered over a number of years review mechanisms will be required at appropriate milestones. The detail of this will be finalised as part of the S106 Agreement, details of which are still being negotiated. The maximum cap for the affordable housing review mechanism would be 50% quantum of affordable housing provision to comply with current policy. On balance, the affordable housing offer is considered to be appropriate, subject to the review mechanisms as described above.
- 8.23 Having regard to comments from the independent assessment of viability, the planning history and other material considerations, it is considered that the proposal (with regards to affordable housing) satisfactorily accords with the objectives of the London Plan and the Croydon Local Plan (adopted and emerging policy documents) .

Townscape and visual impact

- 8.24 The NPPF further attaches great importance to the design of the built environment. Paragraph 17 gives 17 core planning principles. One of these principles is '*always seeks to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings*'. It further states that '*The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people*'.

- 8.25 Policies 7.4 and 7.6 of the London Plan state that new development should be complementary to the established local character and that architecture should make a positive contribution and have a design which is appropriate to its context. CLP1 Policy SP4.1 states that developments should be of a high quality which respects and enhances local character. Policies UD2 and UD3 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) 2006 Saved Policies require development to be of a high quality and visually appropriate design which respects the existing development pattern.
- 8.26 The application site is located in a predominantly residential area of East Croydon, facing north onto Fairfield Road near a roundabout junction serving Park Hill Road and Chepstow Road. Fairfield Road runs west towards Fairfield Halls and to the Croydon Metropolitan Centre. There is no predominant form of building in the locality. Residential buildings are generally two storey houses or flatted developments of 3 and 4 storeys in height. Altitude 25 to the west of the site is twenty-five storeys in height. Park Hill park is a short walk from the site and has extensive greenery, gardens and woods, several tennis courts, and the Water Tower.
- 8.27 The existing dwellings do not benefit from any heritage designation and the acceptability of their demolition has been established in part through the extant planning permission (Ref: 15/05542/P) for re-developing 30 Fairfield Road. Therefore, the principle of intensifying the site to include more residential accommodation is supported given the site's physical context – its large scale, the generous width of Fairfield Road and the adjacent roundabout to the site, the nearby four-storey flatted developments, its proximity of the site to East Croydon Station – and the need for housing in Croydon.
- 8.28 The proposed block would rise in height from 4 storeys at the west to 6 storeys to the east, adjacent to the roundabout. The main 6 storey height of the building would be set against that background of a large and spacious roundabout and a very wide highway into the Croydon Metropolitan Centre and would provide a strong focal point to enhance the gateway and would relate well to the more built up form of development that occurs on the route into the town centre. The 4 storey element would deliberately read as a subservient stepped form to the main 6 storey bulk of the building and there would be a significant separation distance of 6.24 metres between the western flank of the proposed building and the adjacent dwelling at 26 Fairfield Road. The proposed facade of the building would be set back sufficiently from the pavement of Fairfield Road to ensure the staggered building line would relate sensitively to adjacent dwellings and to prevent any overbearing effect upon the street scene. The distribution of height throughout the block would be well balanced and the space that would remain around the building would be successful.
- 8.29 The change in height between the western and eastern flanks of the building, the use of set backs, the glazed vertical curtain wall on the façade to signpost elevation nearest the roundabout would all assist in providing an active and interesting street frontage and would set a high quality precedent for any

future development on corner sites in the locality. The use of recessed windows would provide further interest and articulation to the building within the envelope of a simple composition and contemporary design. The proposed material palette would also reflect the simplicity and effectiveness of the design. It would be formed predominantly of yellow stock buff bricks and would have powder coated aluminium window frames and doors. There would be no competing or jarring elements within the composition and appearance of the building and it would have a very harmonious appearance. The full details of the proposed material palette would be secured by condition to ensure high quality and sustainable materials are used.

- 8.30 The proposed landscaping and low perimeter boundary treatment would open up views into and across the site, which are currently impeded by the high boundary treatment on Park Hill Road and The Avenue. Improving and lowering the boundary treatment adjacent to the rear footpath connecting Park Hill Road to The Avenue would increase natural surveillance along that route and make it feel significantly safer and more pleasant for pedestrians. It would provide a high quality landscape enhancing the green and leafy character of the area while providing significant visually improvement.
- 8.31 Overall, the development would contribute positively to the surrounding townscape. The design is visually pleasant, well thought through and the materials and details of high quality. The facades are well articulated and the fenestration rhythm is elegant and clear.
- 8.32 The elevational treatment and materials for the proposed development have been chosen to ensure simplicity throughout the design of the development and would be in keeping with the local context. The fenestration would be well proportioned, whilst the positioning of the balconies would create an active frontage. The regularity of the elevations would be evident on all sides and accentuates the rhythm and uniform nature of the design and the higher six storey element would provide the main focal point to the prominent corner adjacent to the roundabout on the eastern side, while the four storey element would drop down sympathetically to reference the built environment away from the roundabout.
- 8.33 Overall, the proposal would sit comfortably with neighbouring buildings and within the streetscene and would be in accordance with the design policies set out above.

Impact on adjoining occupiers

- 8.34 One of the core planning principles (paragraph 17) in the NPPF is that new development should “*always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings*”. London Plan Policy 7.1 states that in their neighbourhoods, people should have a good quality environment.

- 8.35 Croydon Local Plan: Strategic Policies SP4.1 and SP4.2 seek to respect and enhance character to create sustainable communities and enhance social cohesion and well-being. Croydon Plan Policy UD8 states that the residential amenity of adjoining occupiers should be protected. The compliance of the proposal with these policies is now considered below in relation to each impact.

Sunlight and daylight – policy context

- 8.36 Emerging Policy DM11.6 also requires new development proposals to protect or improve the amenity of the occupiers of adjoining residential and commercial buildings, to ensure that “*the amenity of the occupiers of adjoining buildings are protected*” (part a) and that “*they do not result in direct overlooking at close range or habitable rooms*” (part b). Criteria d and e confirm the developments should d) “*Provide adequate sunlight and daylight to potential future occupants*”; and e) “*They do not result in significant loss of existing sunlight or daylight levels of adjoining occupiers.*”
- 8.37 The nearest neighbouring residential property to the application site is 26 Fairfield Road (a two storey residential property), which also has an extant planning permission (Ref: 16/06484/FUL) for a back garden residential development comprising a three storey detached building with 6 one bedroom flats.
- 8.38 The current application is accompanied by an independent Daylight/Sunlight report produced by Herrington Consulting Ltd which provides an assessment of the potential impact of the development on sunlight, daylight and overshadowing to neighbouring residential properties based on the approach set out in the Building Research Establishment’s (BRE) ‘Site Layout Planning for Daylight and Sunlight: A Good Practice Guide’.
- 8.39 Daylight has been assessed in terms of Vertical Sky Component (VSC) and sunlight has been assessed in terms of Annual Probable Sunlight Hours (APSH) and overshadowing has been assessed against the above BRE guidelines. The BRE Guidelines provide numerical guidelines, but these are not mandatory should not be seen as an instrument of planning policy, these (numerical guidelines) are to be interpreted flexibly since natural lighting is only one of many factors in site layout design.
- 8.40 Daylight: the BRE Guidelines stipulate that there should be no real noticeable loss of daylight provided that either:
The Vertical Sky Component (VSC) as measured at the centre point of a window is greater than 27%; or the VSC is not reduced by greater than 20% of its original value. (Skylight); or The daylight distribution, as measured by the No Sky Line (NSL) test where the percentage of floor area receiving light is measured, is not reduced by greater than 20% of its original value.
- 8.41 It should be noted that the London Plan guidance is that in London accepting VSC reductions exceeding 20% is acceptable in view of its urban context.

8.42 Sunlight: the BRE Guidelines confirm that windows that do not enjoy an orientation within 90 degrees of due south do not warrant assessment for sunlight losses. For those windows that do warrant assessment it is considered that there would be no real noticeable loss of sunlight where:

In 1 year the centre point of the assessed window receives more than 1 quarter (25%) of annual probable sunlight hours (APSH), including at least 5% of Annual Winter Probable Sunlight Hours (WSPH) between 21 Sept and 21 March – being winter; and less than 0.8 of its former hours during either period; and In cases where these requirements are breached there will still be no real noticeable loss of sunlight where the reduction in sunlight received over the whole year is no greater than 4% of annual probable sunlight hours.

Daylight – assessment

8.43 A total of 74 windows from 9 sites adjacent to or in the locality of the site were tested. This included windows on the potential block of flats in the rear garden of 26 Fairfield Road if the planning permission (Ref: 16/06484/FUL) is implemented.

- Vertical Sky Component and Annual Daylight Figure

Inspection of the results of this test show that all of the windows either retain a VSC value greater than 27% post development, or have a ratio of change that is 0.8 or above and therefore are fully compliant, with the exception of one window on the existing dwelling at 26 Fairfield Road. Surveys indicate that the window presenting the transgression is a smaller secondary ground floor flank window to a room served by a larger main window. Consequently, the results of the VSC analysis for this one window in isolation are not necessarily indicative of the impact of the daylighting levels within the room itself. In addition, the Annual Daylight Figure (ADF) results show that the room in question, a living room, retains 1.58% ADF with the proposed development in place, which is above the minimum 1.50% required by the BRE for this type of room. Therefore, it can be concluded that the rooms retains good levels of daylight with the proposed development in place.

8.44 Overall, the development is not anticipated to have any notable adverse impact on the daylight received by neighbouring and nearby properties.

Sunlight - assessment

8.45 A total of 25 windows from 7 sites adjacent to or in the locality of the site were tested. Again, this included the block of flats proposed in the rear garden of 26 Fairfield Road.

8.46 To conclude that a new development has no adverse impact, it is required to pass one of three Annual Percentage Sunlight Hours tests is passed. In this instance the results of the assessment show that all windows pass at least two of the three sunlight tests. Consequently, it has been demonstrated that the proposed scheme would have a negligible impact on neighbouring buildings.

- 8.47 Therefore, the proposed development would not have any notable adverse impact on sunlight access to windows of neighbouring and nearby properties.

Outlook and privacy

- 8.48 The separation distance of the proposed development to the adjacent dwelling at 26 Fairfield Road is 6.24 metres and to the potential development in the rear garden of 26 Fairfield Road is 16.72 metres. It is not considered that the windows in flats in the rear of 24 Fairfield Road or windows to any other nearby properties would be adversely effected in terms of loss of outlook or privacy. While the garden area of 26 Fairfield Road would be overlooked, it is already overlooked to a degree by the existing adjacent dwellings, therefore no adverse loss of privacy to the garden of 26 Fairfield Road would occur.

Quality of living environment provided for future residents

Residential space standards

- 8.49 Policy 3.5 of the London Plan states that new residential units should provide the highest quality internal environments for their future residents and should have minimum floor areas in accordance with the Government's technical housing standards set out in Table 3.3 and recognises that a genuine choice of homes should be provided in terms of both tenure and size. Detailed residential standards are also contained within the Mayor's London Housing SPG.
- 8.50 Policy 3.8 of the London Plan further states that 10% of new residencies within a development should be wheelchair accessible or easily adaptable for residents who are wheelchair users. Provision should also be made for affordable family housing, wheelchair accessible housing and ensure all new housing meets parts M4 (2) and (3) of the Building Regulations. Policy UD8 of the Croydon Plan further states that external amenity space should be provided to serve new residential units at a level which is commensurate with that provided in the surrounding area.
- 8.51 The London Housing SPG provides further details in relation to housing standards, including in relation to the provision of dual aspect units and private amenity space. Housing SPG standard 4.10.1 states that 5m² of private amenity space should be provided for each one bedroom unit, with a further 1m² provided for each additional occupant. Standard 4.10.3 states that the minimum length and depth of areas of private amenity space should be 1.5m and standard states that developments should avoid single aspect units which are north facing, have three or more bedrooms, or are exposed to a particularly poor external noise environment.
- 8.52 All of the proposed units would meet the National technical housing standards in terms of overall size and bedroom size. All of the units would also meet the requirements outlined in the GLA's Housing SPG in relation to amenity space quantum and minimum dimensions and all units would achieve a minimum 2.5 metre floor to ceiling height.

- 8.53 All of the proposed 3 bedroom flats would have dual aspects. Four of the 2 bedroom flats sited in the north-western corner, at ground to third floors, would be single aspect and north facing. In mitigation those units would have staggered layouts and access to private amenity spaces with outlook onto landscaped areas. This would be acceptable
- 8.54 A total of 4 (12%) of the proposed flats would be wheelchair adapted or capable of easy adaptation for wheelchair users. The Policy and Housing SPG requirements outlined above are therefore met.

Private/Communal amenity space and child play space provision

- 8.55 Policy DM11 of Croydon's Local Plan: Detailed Policies and Proposals (Main Modifications) confirms support for new development which includes private amenity space that is of high quality design that enhances and respects the local character of the surrounding area.
- 8.56 Policy 3.6 of the London Plan states that housing development proposals should make a provision for play and informal recreation for children and young people. According to Housing SPG standard 1.2.2, the development is required to make appropriate play provisions in accordance with a GLA formula and calculation tool, whereby 10sqm of play space should be provided per child, with under-5 child play space provided on-site as a minimum, in accordance with the London Plan 'Shaping Neighbourhoods: Play & Informal Recreation SPG'.
- 8.57 Amenity space areas including private balconies and a communal rear garden amenity space for the future residents are proposed. A soft landscaped area is to be provided on the frontage onto Fairfield Road / Park Hill Road. Overall, the provision and quality of private and communal amenity space, is considered to be acceptable and provision within the communal garden could be made for children's play space. The site is also within a one minute walk of Park Hill Park.

Privacy

- 8.58 Standard 5.1.1 in the GLA's Housing SPG states that habitable rooms should be provided with suitable privacy. 18-21m is indicated as a suitable minimum distance between facing habitable rooms, although the standard notes that *"adhering rigidly to these measures can limit the variety of urban spaces and housing types in the city and can sometimes unnecessarily restrict density."*
- 8.59 Given the orientation and positioning of the proposed windows within the building and the separation distances (as detailed in paragraph 8.48 above) between these and existing neighbouring residential buildings (and potential development in the rear of 26 Fairfield Road), the proposal would not result in any undue overlooking or loss of privacy to the detriment of existing neighbouring and future occupiers of the development.
- 8.60 Overall, the proposed development is therefore considered to provide a good quality of accommodation to the future occupants.

Environmental Impacts

Air pollution, noise and vibration

- 8.61 Policy 7.14 of the London Plan states that the Mayor will work with strategic partners to ensure that the spatial, climate change, transport and design policies of his plan support the implementation of his Air Quality Strategy to achieve reductions in pollutant emissions and public exposure to pollution. It also states that development should be 'air quality neutral' and not lead to further deterioration of existing poor air quality (such as areas designated as Air Quality Management Areas). The whole of Croydon Borough has been designated as an Air Quality Management Area – AQMA.
- 8.62 Chapter 11 of the NPPF also requires planning policies and decisions to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development; mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development; and to recognise that development will often create some noise. Chapter 13 states that when determining planning applications, local planning authorities should ensure that any unavoidable noise, dust and particle emissions and any blasting vibrations are controlled, mitigated or removed at source.
- 8.63 Policy 7.15 of the London Plan states that development proposals should seek to minimise the existing and potential adverse impacts of noise on, from, within or in the vicinity of development proposals. Croydon Local Plan: Strategic Policies 6.3 requires development to positively contribute to improving air, land, noise and water quality by minimising pollution. Policy EP1 of the UDP Saved Policies 2013 refers to the pollution of water, air or soil or pollution through noise, dust, vibration, light heat or radiation.
- 8.64 The developers would be required to complete the Croydon Development Emission Tool (CDET) which is an Excel based building modelling tool. CDET focuses on quantifying the levels of the air pollutants from homes, commercial buildings and other non-industrial buildings. This could be secured through a condition requiring the submission of a Low Emission Strategy.
- 8.65 There is also a requirement for this development to incorporate a S106 contribution for air quality. As such a S106 air quality contribution is required to ensure air quality benefits are realised.
- 8.66 As a major development, the construction phase would involve very large scale operations and is likely to be elongated. As the potential for significant adverse environmental effects during this phase is large, a Construction Logistics Plan and an Environmental Management Plan should therefore be secured by condition. This would assist in minimising noise, disturbance, and disruption from demolition and construction works.

Water resources and flood risk

- 8.67 Policy 5.12 states that development proposals must meet flood risk assessment and management requirements. CLP1 Policy SP6.4 states that the Council will seek to reduce flood risk and protect groundwater and aquifers.
- 8.68 The London Plan SPG states new development should incorporate Sustainable Urban Drainage Systems and green roofs where practical with the aim of maximising all opportunities to achieve a Greenfield run-off rate, increasing bio-diversity and improving water quality. Greenfield runoff rates are defined as the runoff rates from a site, in its natural state, prior to any development. Typically this is between 2 and 8 litres per second per hectare. Surface water run-off is to be managed as close to source as possible.
- 8.69 A Flood Risk Assessment has been submitted and whilst information has been submitted that assesses flooding and drainage matters associated with the development and indicating that the development is not likely to result in an increased flood risk, additional information would need to be submitted. A condition is recommended to ensure an updated drainage scheme that incorporates SuDs, as requested by the Lead Local Flood Authority (LLFA), is delivered. As such the impact of the development on water resources and flood risk is considered to be acceptable and in accordance with the provisions of local and national policy.

Impact on trees

- 8.70 Section 11 of the NPPF seeks to conserve and enhance the natural environment London Plan Policy 7.21 states that trees and woodlands should be protected, maintained and enhanced. Croydon Plan 2006 (Saved Policies 2013) policy NC4 requires that valued trees especially those designated by Tree Preservation Orders are protected. Croydon Local Plan: Strategic Policy SP7.4 seeks to enhance biodiversity across the borough.
- 8.71 There are a number of prominent trees along the pavement/grass verge of Fairfield Road and a number of tree within the grounds of the application site itself, including a Copper Beech tree in the rear garden of 28 Fairfield Road which is protected by a Tree Preservation Order. The Copper Beech tree would be retained, however in total 8 trees would be removed to facilitate the development, this includes one street tree on Fairfield Road. The applicant has reached agreement in principle with TfL (who are the appropriate highway authority for Fairfield Road) for the loss of the street tree on the basis that a replacement tree of comparable status would be planted nearby on the highway. This matters relating to the loss of trees and replacement trees would be secured by condition and appropriate legal agreements.
- 8.72 An arboricultural assessment has been submitted with the application which provides full details of the trees to be retained and removed. Those retained would have tree protection measures put into place during demolition / construction works. The quality of the trees to be removed is mediocre and

no objection has been raised by the Council's Tree Section to their removal. Full details of landscaping, including replacement tree planting, together with details of tree protection for those to be retained would be secured by condition.

Transportation, access and parking

- 8.73 Chapter 4 of the NPPF seeks to promote sustainable transport. London Plan Policies 6.3 and 6.13 and Croydon Plan Policies T2 and T8 require that development is not permitted if it would result in significant traffic generation which cannot be accommodated on surrounding roads. They also require that acceptable levels of parking are provided. Disabled parking spaces are required by Policy 6.13 of the London Plan and the accompanying Housing SPG.
- 8.74 Policy 6.9 of the London Plan states that secure, integrated and accessible cycle parking should be provided by new development in line with minimum standards.
- 8.75 The site is located in an area with the highest PTAL of 6b, being well located for the East Croydon Transport Interchange and Croydon Town centre. Fairfield Road forms part of the Transport for London Road Network (TLRN) The proposal is to provide 13 car parking spaces in a basement parking area with 4 of these being designated for disabled use. The quantum of off-street parking works out at less than 1 space per 2 dwellings and TfL have agreed it as acceptable. The applicant has also agreed to make provision for a site-related car club space (with minimum 3 years free membership for residents) and to prohibit residential parking permits for future residents. These matters would be secured as part of the S106 legal agreement. Electric vehicle charging points be provided for the off-street parking while cycle parking would be provided in accordance with the standards set out in the London Plan and is acceptable. The proposed amount of off-street parking together with the proposed car club provision and restriction of residential parking permits would all assist to alleviate additional on-street parking stress in the vicinity, which is a concern that has been raised in residential objections to the scheme. Given the accessibility of the site and the measures that would be put into place to promote sustainable travel choice the amount of off-street parking is considered acceptable. The measures set out in the Travel Plan submitted with the application, would be secured by condition, as would the requirement for a Delivery and Servicing Plan, and a Demolition/Construction Logistics Plan.
- 8.76 The vehicle access is to be improved and be widened to 4.5m and moved further from the roundabout junction with Park Hill Road. This is considered acceptable. The proposed access location will require the removal of a small tree and re-siting of a lamp column. Given that this is part of the TLRN this will need to be undertaken with agreement of TfL. The applicant advises that upon completion of the proposed site access, the existing vehicle accesses shall be permanently closed and the full height kerbs and verge reinstated. The applicant also advises that any highway tree removed to facilitate access to the

site would be replaced by a suitable specimen in a location, as agreed in principle with TfL. All of these measures would be secured by condition or through an appropriate legal agreement.

- 8.77 The refuse store is located to the rear of the site and it is proposed that refuse and other deliveries and servicing will take place from The Avenue. This is considered acceptable.
- 8.78 In terms of road safety TfL has requested that a Road Safety Audit (RSA) with regards to the vehicle access and egress is undertaken prior to the commencement of the development. The applicant has agreed to submit an RSA as a condition of planning permission and address and implement any remedial measures that it identifies, and do so in consultation/agreement with TfL.
- 8.79 In summary, the applicant has agreed to the following in order to promote sustainable travel choice :
- Site-related car club space;
 - Electric vehicle charging points;
 - Provision of 56 cycle parking spaces
 - Restriction of residential parking permits
 - Submission for approval of a construction logistics plan
 - Submission for approval of a delivery & servicing plan
 - Submission for approval of TfL of a road safety audit
 - Re-instatement of full-kerbs to redundant dropped kerbs
 - Planting of replacement highway tree and grass verge and works of making good to the highway (on Fairfield Road)
- 8.80 The works within the public highway to deliver the improved site access will require the developer to enter into a S278 Agreement with TfL. This will require the developer to submit, and TfL to agree, detailed construction drawings and method statement prior to commencement on site. TfL has agreed in principle to this course of action.

Sustainability

- 8.81 At the heart of the NPPF is a presumption in favour of sustainable development. It states: '*Planning plays a key role in shaping places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impact of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure*'.
- 8.82 The NPPF actively promotes developments which reduce greenhouse gas emissions (para 95). In determining planning applications it states that local planning authorities should expect development to comply with local policies and expect that layout of development in a manner that would reduce energy consumption through building orientation, massing and landscape (para 96).
- 8.83 Policies 5.2 and 5.3 of the London Plan state that development proposals should minimise carbon dioxide emissions and exhibit the highest standards

of sustainable design and construction, whilst policy 5.7 states that they should provide on-site renewable energy generation. London Plan policy 5.5 states that Boroughs should seek to create decentralised energy networks, whilst Policy 5.6 requires development proposals to connect to an existing heating network as a first preference if one is available.

- 8.84 Policy SP6.2 from the borough's Local Plan Strategic Policies sets out the Council's expectations in relation to energy and CO2 reduction, in accordance with the London Plan. It states that it would be expected that high density residential development would (a) incorporate site wide communal heating systems, and (b) that major development will be enabled for district energy connection unless demonstrated not to be feasible or financially viable to do so.
- 8.85 The Sustainability and Energy Assessment submitted with the application demonstrate that the proposal has been prepared in accordance with relevant strategic and local planning policies to provide a high quality and sustainable building in this key central location.
- 8.86 The fundamental principle on which the sustainability policies are based is an expectation that development will follow the energy hierarchy: be lean (use less energy), be clean (supply energy efficiently), and be green (use renewable energy).
- 8.87 The proposed development incorporates the following key sustainability features:
- The re-use of previously developed land;
 - Effective site layout in response to the neighbouring context;
 - Efficient design of the proposed massing, openings and internal layouts so that habitable spaces across the site benefit from abundant daylight and sunlight levels, whilst impacts to neighbouring buildings are kept to a minimum;
 - Significant carbon emissions' savings on-site (35.37%) through energy efficiency measures and the uptake of renewables;
 - The specification of water efficient fittings to limit water consumption to less than 105 litres per person per day for domestic uses;
 - The protection of natural features of ecological value, especially the TPO Copper Beech Tree at the rear of the proposal site, and the improvement of biodiversity on site through soft landscaping;
 - Effective pollution management and control: the development is not expected to have any significant adverse effects to air, noise, land or watercourses.
- 8.88 The proposal would achieve CO2 savings on site of 35.37% against Part L 2013 and renewable energy generation offsets using photovoltaic panels of 11.38% of CO2 emissions in excess of the 10% target under Policy EP16 of Croydon's adopted Local Plan policy.
- 8.89 London Plan policy now requires zero carbon. The carbon dioxide savings

proposed fall short of the policy requirement. The Council would accept a cash in lieu payment to be secured through a S106 legal agreement and the applicant has accepted this.

Other Planning Issues

Employment and training

- 8.90 Planning policy including the adopted Section 106 Planning Obligations in Croydon and their Relationship to the Community Infrastructure Levy—Review 2017 sets out the Councils’ approach to delivering local employment for development proposal. The applicant has agreed to a contribution and an employment and skills strategy.

Designing Out Crime

- 8.91 For a building of this nature, the main considerations would relate to access to the building and the areas of public realm around the building.
- 8.92 The proposed development would incorporate principles of Secured by Design. This would be secured by condition to ensure that the proposed development provides a safe and secure environment.

Conclusions

- 8.93 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be GRANTED for the reasons outlined in this report.

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PART 6: Planning Applications for Decision

Item 6.3

1.0 SUMMARY OF APPLICATION DETAILS

Ref: [17/05863/FUL](#)
 Location: 21A Green Lane, Purley CR8 3PP
 Ward: Sanderstead
 Description: Demolition of existing building: erection of two storey building with accommodation in roof space comprising 1 x one bedroom; 6 x two bedroom and 1 x three bedroom flats: formation of vehicular access and provision of associated parking, refuse store and bike store
 Drawing Nos: BX25-S1-101 Rev A; BX25-S1-102 Rev A; BX25-S1-103 Rev B; BX25-S1-104 Rev A; BX25-S1-105 Rev B; BX25-S1-106 Rev A; BX25-S1-107; BX25-S1-108; BX25-S1-109 Rev B and BX25-S1-110.
 Applicant: Mr Haris Constanti (Aventier Ltd)
 Agent: N/A
 Case Officer: Robert Naylor

	studio	1 bed	2 bed	3 bed	4 bed
Apartments	0	1	6 (3 person)	1 (4 person)	0

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
8 (including one disabled space)	16

1.1 This application is being reported to committee because the ward councillors (Cllrs Donald Speakman and Simon Brew) have made representations in accordance with the Committee Consideration Criteria and requested committee consideration and objections above the threshold in the Committee Consideration Criteria have been received.

2.0 RECOMMENDATION

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

Conditions

- 1. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
- 2. Materials to be submitted
- 3. Details of Finished Floor Level/Refuse/Cycles/Boundary/Electric vehicle charging point to be submitted
- 4. Car parking provided as specified
- 5. No additional windows in the flank elevations

6. Obscured glazing above first floor
7. Hard and soft landscaping to be submitted to incorporate SuDS
8. 19% Carbon reduction
9. 110litre Water usage
10. Permeable forecourt material
11. Visibility Splays
12. Construction Logistics Plan to be submitted
13. In accordance with details of FRA
14. Time limit of 3 years
15. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

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

3.0 PROPOSAL AND LOCATION DETAILS

3.1 The proposal includes the following:

- Demolition of existing detached house
- Erection of a two storey building with accommodation in roofspace
- Provision of 1 x one bedroom flats, 6 x two bedroom flats and 1 x three bedroom flats.
- Provision of 8 off-street spaces including a disabled space with associated access via Green Lane.
- Provision associated refuse/cycle stores

Site and Surroundings

3.2 The application site is a large two storey detached dwelling located on the south side of Green Lane close to the junction with Farm Lane. The property sits on a long plot and has residential properties located at the rear and adjoining the site to the east and the west. The properties to the west of the site front Farm Lane and as such the rear gardens adjoining the flank boundary of the host property.

3.3 There are no designations on the site and the immediate surrounding area is residential in character. The site has a PTAL of 1b and there are no surface water drainage issues associated with this site. The surrounding area is mainly residential area and comprises a number of semi-detached and detached properties. There is no distinct style in regard to the surrounding properties and the majority of these properties appear to be single family dwellinghouses.

Planning History

3.4 There is no recent planning history associated with this site.

4.1 SUMMARY OF KEY REASONS FOR RECOMMENDATION

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

5.0 CONSULTATION RESPONSE

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

6.0 LOCAL REPRESENTATION

6.1 The application has been publicised by 12 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours, Councillors, MPs, local groups etc in response to notification and publicity of the application are as follows:

No of individual responses: 50 Objecting: 50 Supporting: 0 Comment: 0

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

- Flats would be out of keeping in the surrounding area
- Over development exceeding London Plan densities
- Impact on residential amenities
- Contravenes restrictive covenants removing multiple occupancy units
- Sets an unwelcome precedent
- Inadequate parking spaces
- Increase in traffic
- Impact on road safety
- Increase in noise and disruption
- Impacts of the construction process on the surrounding area
- Loss of light
- Loss of trees and vegetation
- Impact on wildlife
- Loss of privacy/overlooking
- Increase impacts on local infrastructure
- Plans are not accurate and misleading

6.3 Ward Councillor Simon Brew has made the following objection to the scheme:

- Overdevelopment of this site due to its size, density, bulk and massing
- Placing unreasonable strains on the local environment.
- Out of character with the local area given that there are no other flatted development would set an unfortunate precedent.
- Density is significantly higher than the recommended London Plan density of 150-200 HR/ha.
- Detrimental to the amenity of local residents due to overlooking and loss of privacy.

6.4 Ward Councillor Donald Speakman has made the following objection to the scheme:

- Overdevelopment of the site.
- The application is detrimental to the local environment in that it will detract from the attraction of the Road.
- Insufficient parking spaces – households usually have more than one car. This will lead to on street parking close to a dangerous junction with Farm Lane.

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

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

- Promoting sustainable transport;
- Delivering a wide choice of high quality homes;
- Requiring good design.

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

7.4 Consolidated London Plan 2015

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.16 Waste net self sufficiency

- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture

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

- SP1.1 Sustainable development
- SP1.2 Place making
- SP2.1 Homes
- SP2.2 Quantities and location
- SP2.5 Mix of homes by size
- SP2.6 Quality and standards
- SP4.1 and SP4.2 Urban design and local character
- SP6.1 Environment and climate change
- SP6.2 Energy and carbon dioxide reduction
- SP6.3 Sustainable design and construction
- SP6.4 Flooding, urban blue corridors and water management
- SP8.6 & SP8.7 Sustainable travel choice
- SP8.12 Motor vehicle transportation
- SP8.17 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
- UD7 Inclusive design
- UD8 Protecting residential amenity
- UD13 Parking design and layout
- UD14 Landscape design
- UD15 Refuse and recycling storage
- T2 Traffic generation from development
- T4 Cycling
- T8 Parking
- H2 Supply of new housing

7.7 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

7.8 The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) was approved by Full Council on 5th December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3rd 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 29th August – 10th October 2017.

7.9 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 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.

8.0 MATERIAL PLANNING CONSIDERATIONS

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

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

Principle of Development

8.2 The appropriate use of land is a material consideration to ensure that opportunities for development are recognised and housing supply optimised. The application is for a flatted development providing additional high quality homes within the borough, which the Local Planning Authority (LPA) is seeking to promote. Furthermore the scheme would provide a three bedroom family unit, which the borough has an identified shortage of and is seeking to provide.

8.3 The site is located within an existing residential area and as such providing that the proposal respects the character and appearance of the surrounding area and there are no other impact issues the principle is supported.

Townscape and Visual Impact

8.4 The existing unit does not hold any significant architectural merit and therefore demolition can be supported. In regard to the proposal the front façade composition is acceptable with the proposed gable end relating well to the existing building mass and site layout. Whilst it is acknowledged the development represents a flatted scheme the overall design and appearance of the property would be akin to a large house with eaves and ridge heights similar to the adjoining properties.

8.5 The design of the building incorporates a traditional appearance in order to appear in keeping with the streetscene with appropriate materials (render, black timber framed windows and red roof tiles) with an adequate balance between brick and glazing and appropriate roof proportions. The traditional feel and eaves height similar to the adjoining properties would fit into the wider townscape.

8.6 The main difference between the existing property and the proposal is the increase in height and depth of the scheme. The overall footprint would increase to accommodate the flatted development, although the front elevation will sit slightly further back than

the existing front elevation thus not projecting forward of the existing building line. This will not appear as an intrusive feature to the streetscene, so the scale and mass are supported.

- 8.7 The application site has a deep rear garden which is not visible from the public highway or any public vantage points. As such, the alterations at the rear of the site including the single storey rear extension would have limited visual impact on character. The rear element has been designed to appear subservient to the main property and has been set off the side boundaries.
- 8.8 Whilst it is acknowledged that the front of the site would be given over to hard-standing to allow for off street parking for the new dwellings, this is a feature of the surrounding area and there are areas of soft landscaping at the ground floor and along the boundary of the site to soften the appearance and can be further secured through a landscaping condition.
- 8.9 Representations have raised concern over the intensification of the site and overdevelopment. The site is a suburban setting with a PTAL rating of 1b and as such the London Plan indicates that the density levels ranges of 150-200 habitable rooms per hectare (hr/ha) and the proposal would be in excess of this range at 232 hr/ha. However, the London Plan further indicates that it is not appropriate to apply these ranges mechanistically, as the density ranges are broad, to enable account to be taken of other factors relevant to optimising potential – such as local context, design and transport capacity. These considerations have been satisfactorily addressed, and the London Plan provides sufficient flexibility for such higher density schemes to be supported. Furthermore, it is significant that the New Draft London Plan (currently out to consultation) removes reference to the density matrix, focussing on intensification of the suburbs as a means to achieve housing numbers.
- 8.10 The scale and massing of the new build will generally be in keeping with the overall scale of development found in the immediate area and the layout of the development respects the pattern and rhythm of neighbouring area, and would result in a high quality design. Having considered all of the above, against the backdrop of housing need, officers are of the opinion that the proposed development would comply with the objectives of the above policies in terms of respecting local character.

Housing Quality for Future Occupiers

- 8.11 The proposal would comply with internal dimensions required by the Nationally Described Space Standards (NDSS). The internal layouts would be acceptable with adequate room sizes and a large open plan living, kitchen and dining area and includes the provision of a three bedroomed unit.
- 8.12 The applicants have undertaken a daylight assessment which has assessed the levels of daylight experienced through the use of average daylight factor (ADF) within each of the new units provided. The assessment has concluded that each proposed unit will received adequate daylight and will pass the ADF requirements.
- 8.13 With regard to external amenity space, the London Housing SPG states that a minimum of 5sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1sqm for each additional unit. Units 1, 2 and 3 have access to private

amenity space in excess of minimum standards, whilst the remaining properties have access to the communal gardens at the rear of the site.

- 8.14 In terms of accessibility, level access would be provided to the front door and there is a lift installed in the property for access from the ground floor level to the upper floors, ensuring that the proposal is fully accessible. A disabled space is proposed for the parking area.

Residential Amenity for Neighbours

- 8.15 The properties that have the potential to be most affected are the adjoining property at 21 Green Lane; the properties of Cornerway and Wyndhams located to the west of the site in Farm Lane and the property at the rear of the site at 150a Foxley Lane.

Impact on 21 Green Lane

- 8.16 The front building line of the proposal has been slightly set back to provide more consistency with the existing streetscene. The main impact at this property will be experienced on the flank elevation given the overall increase in the depth of the proposal from that which currently exists. The proposal is approximately 4.1m deeper than the existing house which would be 2.5m deeper than the rear elevation of 21 Green Lane. However the proposal has been set off the boundary by 1.8m and adjoining property is a further 4.5mm from the boundary, so this increase is not excessive. Furthermore the scheme would pass the 45 degree BRE test for loss of light to the rear elevation windows.
- 8.17 The flank elevation of 21 Green Lane does contain an upper floor window serving a front bedroom on the first floor which is a secondary window given the bay window to the front. The proposal does contain high level windows to allow additional light to the first floor units and the rooflights are high level so would not provide either actual or perceived levels of overlooking and loss of privacy. These can be conditioned as obscured glazed units. Nevertheless it is considered prudent to condition the application to the proposed fenestration to ensure that any future overlooking is mitigated along the flank elevations.

Impact on Cornerways and Wyndham (Farm Lane)

- 8.18 The properties themselves are located in excess of 20m from the proposal and as such the distance is acceptable. However these properties have gardens immediately adjoining the proposal including a swimming pool at Cornerways. The scheme has been designed with no windows on the first floor of this elevation to mitigate any perceived overlooking. However, there are rooflights located on this elevation that face these properties. Again these are high level units so overlooking would not be an issue subject to a condition to provide obscured glazed units.

Impact on 150a Foxley Lane

- 8.19 Given the separation is in excess of 50m and the significant landscaped boundary located between these properties, this relationship is acceptable.
- 8.20 Whilst there would be a degree of overlooking as a consequence of the rear fenestration, this is not uncommon in a suburban location. Given the design, layout and separation between the properties the current boundary treatment and provision

of a suitable landscaping scheme (secured by way of a planning condition) this is deemed acceptable to ensure no undue impact on the amenities of neighbouring properties.

- 8.21 Given that the proposal is for a residential use in a residential area the proposed development would not result in undue noise, light or air pollution from an increased number of occupants on the site.

Access and Parking

- 8.22 The location has a PTAL level of 1b which indicates a very poor level of accessibility to public transport links, although the site is within a close walking proximity of 2 bus service routes.
- 8.23 The parking is generally unrestricted in the surrounding roads with spare capacity on street. Eight parking spaces are proposed for the residents including a disabled bay, and the scheme will retain the existing access on Green Lane for access and egress. Vehicles are able to access and exit the site in forward gear.
- 8.24 The Strategic Transport team has no objection in principle, subject to conditions securing electric vehicle charging points in compliance with the London Plan. Cycle storage facilities would comply with the London Plan (which would require 16 spaces) as these are secure and undercover. There is scope for the space allocated for cycles and bin storage to be used more effectively, as such further details of these can be secured by way of a condition.
- 8.25 Concerns have also been expressed in regard to the amount of construction required at the site and further details are required as part of a construction method statement.
- 8.26 Representations have raised concern that construction works will be disruptive and large vehicles could cause damage to the highway. Whilst it is acknowledged that the site could reasonably be accessed from Green Lane, it would be prudent to control details of construction through the approval of a Construction Logistics Plan. Overall however, it is not considered that the development would affect highway safety along the access road.

Environment and sustainability

- 8.27 Conditions can be attached to ensure that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 litres or less per head per day.
- 8.28 Given the extensive areas for landscaping there are opportunities for SuDS to be located in the communal areas. Officers are satisfied that these issues can be dealt with by condition. Furthermore a Flood Risk Assessment has been submitted with mitigation measures included and these can be conditioned as part of any approval.

Trees and landscaping

- 8.29 There are no trees on site subject to a tree preservation order and no trees are proposed to be removed, as such the Council's Tree Officer raises no objection to the development subject to a suitably worded condition secured through the landscaping condition. The development would therefore have an acceptable relationship with trees on site and in neighbouring gardens.

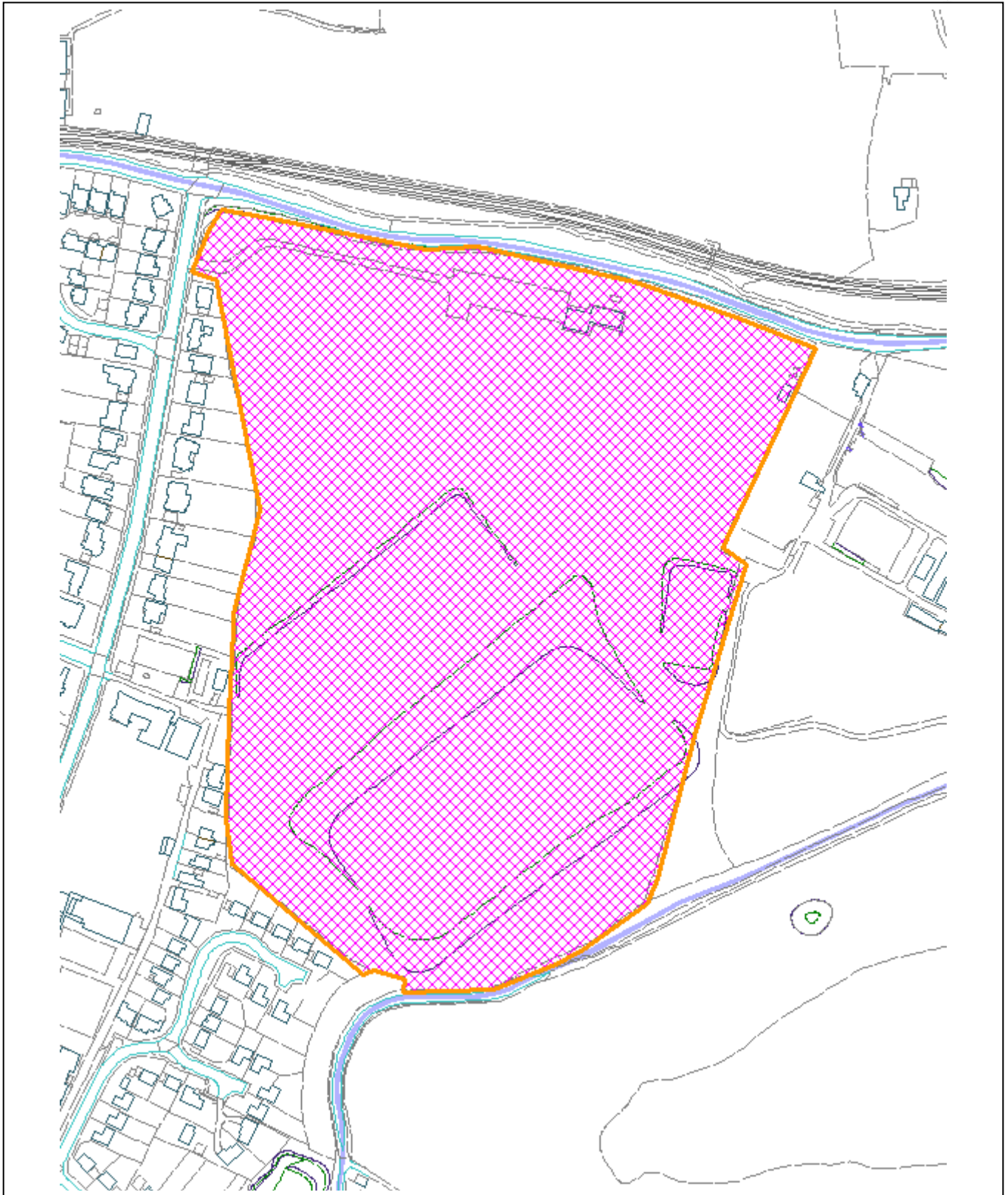
- 8.30 The application site is not near an area of special scientific interest or a site of nature conservation value. From the officer's site visit, there is no evidence to suggest that any protected species are on site and as such further surveys are not deemed necessary.
- 8.31 With regard to wildlife, it is recommended for an informative to be placed on the decision notice to advise the applicant to see the standing advice by Natural England in the event protected species are found on site.

Other matters

- 8.32 Representations have raised concerns that local schools and other services will be unable to cope with additional families moving into the area. The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.
- 8.33 Representations have been raised in regard to a restrictive covenant that prevents houses from being occupied in multiple occupancies. Restrictive covenants and planning permission work independently from one another. However, if a planning permission is granted in conflict with the conditions in the title deeds the property, this would be a civil matter which any developer would need to resolve and is not in the remit of the planning system.
- 8.34 There have been a number of representations in regard to the standard of the application submitted. Officers and Councillors have made the applicants fully aware of the quality of the planning application submissions and specifically, the quality and content of the submitted design and access statements. Whilst the Council does not condone a errors within an application, the scheme and drawings as submitted are scalable and are acceptable to form a professional assessment and reach a reasoned decision.

Conclusions

- 8.35 The principle of development is considered acceptable within this area. The design of the scheme is of an acceptable standard given the proposed and conditioned landscape and subject to the provision of suitable conditions the scheme is acceptable in relation to residential amenity, transport, sustainable and ecological matters. Thus the proposal is considered in general accord with the relevant policies.
- 8.36 All other relevant policies and considerations, including equalities, have been taken into account.



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1.0 SUMMARY OF APPLICATION DETAILS

Ref:	17/05830/FUL
Location:	Coombe Lodge Playing Fields, Melville Avenue, South Croydon, CR2 7HY.
Ward:	Croham
Description:	Change of use of the site from playing fields (D2) to temporary secondary school (D1) until September 2019 for 180 pupils, with associated erection of a temporary two storey school building, car parking, cycle stands, bin stores, fencing, soft and hard landscaping.
Drawing Nos:	FS0425-Coombewood-Temp-A-001 P1, 100 P1, 205 P2, 505 P1, 506 P1 and 520 P1.
Applicant:	Education and Skills Funding Agency
Agent:	Nicholas Milner of Cushman & Wakefield.
Case Officer:	Barry Valentine

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

2.0 RECOMMENDATION

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

A) Any direction by London Mayor pursuant to The Mayor of London Order.

B) Any direction by the Secretary of State pursuant to the Consultation Direction.

C) The prior completion of a legal agreement to secure the following planning obligations:

a) Highway Works.

b) Street Tree Removal and Replacement.

c) Travel Plan.

d) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport.

2.2 That the Director of Planning is delegated authority to negotiate the legal agreement indicated above.

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

Conditions

- 1) In accordance with the approved drawings.
- 2) Submission of a Construction Method Statement/ Construction Logistics Plan prior to commencement.
- 3) Highways Works and any associated details to be agreed with LBC prior to commencement, and completed prior to occupation.
- 4) Development to be built/operate in accordance with SuDS Statement.
- 5) Tree Method Statement.
- 6) Landscaping Plan including replacement trees.
- 7) Land contamination.
- 8) No food shall be cooked on the premises, other than the warming or heating up of pre-prepared food.
- 9) No musical instrument or sound amplification equipment shall be used outside of the building.
- 10) Compliance with Ecological Assessment and Bat Mitigation and Enhancement Plan.
- 11) Details of school opening hours, and restricting out of school hours use of the site to between 7am and 10:30pm.
- 12) Details of any mechanical ventilation.
- 13) Condition controlling noise from plant/machinery/extract system.
- 14) Temporary Buildings to be removed by September 2019, and playing fields reinstated within three months. (Required by Sport England).
- 15) Community Use Agreement prior to commencement of use. (Required by Sport England).
- 16) Continuation of sports use for existing playing fields and replacement facilities during construction. (Required by Sport England).
- 17) Installation of 2m high chain fence. (Required by Sport England)
- 18) Additional access gate to Sports Pitches. (Required by Sport England)
- 19) Changing room layout including showers. (Required by Sport England).
- 20) Development to accord with Secure by Design principles.
- 21) Control of Light Pollution and Nuisance.
- 22) School Travel Management Plan to be submitted and approved in writing.
- 23) Travel Plan to include 'no idling engines strategy'.
- 24) Further details in regards to servicing arrangements, vehicle swept path analysis and cycle parking.
- 25) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport.

Informatives

- 1) Removal of site notices
 - 2) Any other informative(s) considered necessary by the Director of Planning
- 2.4 That the Planning Committee confirms that it has paid special attention to the desirability of preserving setting of surrounding listed buildings and features of special architectural and historic interest as required by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 2.5 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.
- 2.6 That, if by 8th May 2018 the legal agreement has not been completed, the Director of Planning is delegated authority to refuse planning permission.

3.0 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 Change of use of the site from playing fields (D2) to temporary secondary school (D1) until September 2019 for 180 pupils, with associated erection of a temporary two storey school building, car parking, cycle store, fencing, bin stores, soft and hard landscaping.

Site and Surroundings

- 3.2 The application site is a 10.57 hectare area of land located at the junction of Coombe Road (A212) and Melville Avenue. The site consists of a dilapidated and boarded up changing room pavilion, playing fields, access road and small gravel and concrete car park. At the time of the site visit, four football pitches were marked out. Access to the car park is from the northern end of Melville Avenue and there is a pedestrian entrance at the junction of Coombe Road and Melville Avenue. There are a significant number of trees within the site and a significant change of land levels across the site, with the land rising to the south and east
- 3.3 The site is bound to the north by Coombe Road, to the west by Melville Avenue, to the south by Coombe Wood and residential dwellings, and to the east by nos.100/102 Coombe Road and the Grade II listed Coombe Lodge. The surrounding area comprises a mix of residential, woodland and green open space.
- 3.4 The site is currently designated as Green Belt, although under the latest modified version of Emerging Local Plan, due to be adopted late February, the site is proposed to be de-designated from the Green Belt. The Emerging Local Plan designation of the site states the following 'secondary school with retention of playing pitches.'
- 3.5 The site is located within Archaeological Priority Zone.
- 3.6 The site is not in a conservation area and does not contain any listed buildings. There are no conservation areas within the vicinity of the site whose setting would be impacted by the development.
- 3.7 The site is in close vicinity to the following listed buildings/structures whose setting could be impacted by the development: Coombe Lodge (grade II), Lodge to Combe House (St Margaret's School) (Grade II) and Coombe House (St Margaret's School) (Grade II).
- 3.8 The site is adjacent to the following locally listed historic park and gardens: Geoffrey Harris House/Coombe House, Lloyd Park and Royal Russell School.

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

Relevant Planning History

- 3.12 No relevant planning history for this site and proposal.

4.1 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- There are 'very special circumstances' that clearly outweigh the significant harm that would be caused to the Green Belt by the development, and any other harm identified within the officer's report. In addition, the Emerging Local Plan de-designates the site from the Green Belt.
- The use of this land for education is appropriate given the urgent need for secondary school places in the London Borough of Croydon. Emerging Local Plan CLP2 designates the site as 'secondary school with retention of playing pitches'. This represents a significant public benefit of the scheme.
- The proposed development subject to conditions would result in small loss of playing field area, but this would be offset by the positive impact that the development has on sports provision in the borough.
- The proposed development has a simple, appropriate form that is acceptable given the temporary nature of the development. The significant public benefits of the development outweighs any harm to surrounding designated and non-designated heritage assets.
- The proposed development would not have a demonstrable impact on neighbouring properties' light, outlook or privacy. The impact of the development in terms of noise disturbance can be mitigated via condition.
- The proposed development would be subject to legal agreement and conditions, so would not cause demonstrable harm to the transport network, highway and parking. Public safety including of pupils would be safeguarded.
- The proposal would incorporate sustainable urban drainage and not increase flood risk in the surrounding area.
- The visually prominent trees on the site would be retained and protected. Any impact of the development on other trees is mitigated by condition. The proposed development would safeguard protected flora and fauna.
- In light of the temporary nature of the development, the impact of the development in terms of sustainability, energy and carbon dioxide emissions is acceptable. In regards to air quality and land contamination, subject to conditions, the development makes appropriate mitigation measures.

- The proposed development is not considered to discriminate on behalf of age, disability, gender, relationship, pregnancy, race, religion, sex and sexual orientation. Measures have been taken in the building's design to ensure it is accessible for all.

5.0 CONSULTATION RESPONSE

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

The following were consulted regarding the application:

Greater London Authority (Statutory Consultee)

Stage one consultation request was sent on the 30th November 2017, and therefore the six week consultation period expired on the 12th January 2018. Despite this, the GLA has verbally confirmed that they will issue a written response to the consultation request on the 5th February 2018. The contents of this response will be included within a follow up addendum prior to the committee meeting.

Transport for London (Statutory Consultee)

TfL have confirmed that they have no objection to the proposed development. They have confirmed that the site is not located near Transport for London Road Network (TLRN) or strategic road network. They have confirmed that the trip generation analysis shows there is unlikely to be a significant level of peak time tram trips for staff and pupil, and are satisfied that the increased use of the access road to Lloyd Park car park would not have an adverse impact on the tram network. They have recommended that the travel plan be secured, monitored and reviewed as part of the S106.

(Officer's Response: Officer's agree with TfL assessment of the case. A Travel Plan is recommended to be secured through the S106 agreement and via condition).

Sport England (Statutory Consultee)

Sports England raise no objection to the application, and consider that the development meets exception 3 of their adopted Playing Fields Policy. In summary they state:

- The site is actively used both formally and informally for sport, but accept that the site ancillary facilities are in poor condition.
- Adopt a flexible approach to the siting of temporary buildings on playing fields provided that they do not have a negative impact on the ability for the playing field to function. They note the impact of the development on the playing fields, but consider that this impact can be overcome as long as changing rooms can be provided within the temporary school building.

- Consider the impact to be acceptable given the temporary nature of the development. The school buildings will not result in the long term and permanent loss of playing field, that the temporary buildings would not impact upon existing pitches or sports markings, and that there would be sufficient playing field for pitches to be marked out.

Sports England require the following conditions to be placed on the application.

- School buildings to be removed at the end of temporary period and playing field to be reinstated.
- Community Use Agreement.
- Replacement facilities during construction.
- Temporary protective fencing to be erected.
- Gate in fencing.
- Further details on changing room layout

(Officer's Response: we agree that the impact of the development on playing fields is acceptable. The condition required by Sports England are recommended to be attached to the planning permission (conditions 14 to 19))

Lead Local Flood Authority (Statutory Consultee)

The LLFA have no comment on this application.

(Officer's Response – The impact of the development on flooding has been considered by officers in the main body of the report. Officers are satisfied that the development subject to conditions would not have an adverse impact on flooding)

Historic England - Greater London Archaeological Advisory Service (GLAAS)

GLAAS have confirmed that that there is no discernible on-going archaeological interest at this site. They have raised no objections and do not consider further assessment or conditions to be necessary.

(Officer's Response – This report is in agreement with GLAAS assessment of the site. No further assessment or conditions are necessary)

Natural England

Natural England have confirmed they have no comment on this application.

Environmental Agency

Environmental Agency have confirmed they have no comment on this application.

Metropolitan Police

That the development should be conditioned so that it is required to follow the principles and physical security requirements of secure by design.

(Officer's Response: Condition 20 is recommended to secure this.)

6.0 LOCAL REPRESENTATION

6.1 A total of 40 neighbouring properties were notified about the application and invited to comment by the way of letter. The application has been publicised by way of three 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: 257 Objecting: 32 Supporting: 220 Commenting: 5

6.2 The following local groups/societies made representations:

- Croham Valley Residents' Association (objection)

The following Councillor made representations:

- Councillor Maria Gatland (objecting) – Concern over the traffic problems that the development will cause and that this application has come forward prior to the adoption of the Emerging Local Plan. Also has concerns regarding flooding.

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

Objections

- Concern that the access/pick up/drop off arrangements not being appropriate.
- Large number of people will drive to the site due to the poor PTAL rating of the site.
- Making Melville Avenue one way will have an adverse impact on access.
- The temporary building and fencing is not of visual merit.
- Concern over pupil safety accessing the school and effectiveness of proposed road crossings.
- Development would create traffic jams and parking stress.
- There is no need for a secondary school due to sufficient provision of existing schools in the area.
- The development will increase noise disturbance in the local area.
- Council could have looked at alternative sites rather than destroying the green belt. The school should be built on brownfield sites that have better public transport links.
- The development is a flood risk.

- The development will destroy precious trees and meadow. The proposal would be harmful to the environment.
- Green spaces are precious and once changed will be lost forever.
- Existing tram and bus infrastructure is already crowded and this development would make the situation worse.
- The development would prevent the nearby secondary school Archbishop Tenison's from using the playing fields. They need to use the playing fields as this school has no playing fields for itself.
- Archbishop Tenison's site should have been expanded instead of this development.
- A temporary building is not economic and is a waste of tax payers money.
- It is not appropriate to determine an application for a temporary school, when the permanent school has not been approved.
- This development will prevent other schools not having funding.
- The development will make it difficult for vulnerable children from Rutherford School to access their school.
- Any development on the site will have a detrimental impact on the environment. Increased traffic will bring noise, air and light pollution. At night, the site is used by local wildlife resident on the adjacent SNCI including bats, owls, deer, pheasants, badgers as well other more common wildlife.
- The rush to determine this application will ensure that mistakes are made.
- The transport assessment carried out by the applicant is poor. The trip generation data is incorrect and misleading.
- That an Environmental Impact Assessment should be done.
- The council have not justified very special circumstances to allow for development on the green belt.
- The junction of Coombe Road between Melville Avenue along Coombe Lane to Gravel Hill is the most dangerous road in Croydon with 4 fatal crashes in the last 4 years and yet no mention of this fact has been made in this Planning Application.
- Concern over construction vehicles entering from Melville Avenue.
- Melville Avenue entrance should not be used.
- Concern about the lack of parking for staff on-site.
- Impact of Lloyd and Coombe Park which are designated as locally listed historic parks and gardens and site of nature conservation importance.
- A new access road and crossing for pedestrians should be built off Coombe Road adjacent to the existing buildings. This should be controlled by traffic lights which would slow the traffic in Coombe Road and go some way to avoiding accidents like the one on the weekend of 16th December at this very junction.
- There is insufficient visibility at Coombe Road/Melville Avenue Junction.

Support

- Not enough schools in Croydon and this development is much needed and will provide significant benefits to children.
- That the proposed development would serve local community better than unused fields, and is an excellent use of the site

- The development does not seem intrusive as most of the green space will not be developed on.
- The school is sympathetic to the local environment.
- The development by providing a local school will reduce pupils travel time.
- It is safer to send a child to a local school rather than forcing them to travel to distant schools.
- The development will create additional jobs.
- Support the fact that this is a Free School. Good state Schools without selection criteria are required for social mobility.
- The size of the site will prevent it having an adverse impact on the local community.
- The site is ideal location due to the close proximity of the tram stop.
- The school will provide top quality sporting activities which is lacking in Croydon at present.
- The development promotes sustainable travel.
- This secondary school will be of direct benefit to the children of St Peter's (and to those from Park Hill Junior School) as children that attend this school are promised places at the school.
- This development would have more benefit to local people than luxury flats.

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

- Planning permission should be refused as a permanent school would be harmful. (OFFICER COMMENT: Planning legislation requires development's to be determined on their own merits. Whilst it is acknowledged that the development would increase the likelihood of a permanent school being built on this site, it would not be appropriate to refuse this planning application on the basis that a potential hypothetical scheme for a permanent school could be harmful)
- Queries in regards to covenants (OFFICER COMMENT: This is not a valid planning consideration and a separate legal matter).

The following procedural issues were raised in representations, and are addressed below:

- A 'support' letter from a Mr Scoobie Doo which states "This is a test of the integrity of the comments system!" (OFFICER COMMENT: This is not considered to be a valid support letter)
- That the site address was incorrect when the application submitted. (OFFICER COMMENT: The site address was incorrect when the application was validated. However, this was spotted, and letters, site notices and press notices were sent out with the correct address.)
- That no site notices or press notices have been displayed. (OFFICER COMMENT: This was received prior to site notice being erected and press notices being published).

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2016, 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:

- Promoting sustainable transport;
- Delivering a wide choice of high quality homes;
- Requiring good design.

7.3 The NPPF in paragraphs 79 to 92 sets out government guidance on development within and protection of Green Belt.

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

- Policy 1.1 Delivering the Strategic Vision and Objectives for London.
- Policy 2.18 Green Infrastructure: The Multi Functional Network of Green and Open Spaces.
- Policy 3.6 Children and Young People's Play and Informal Recreation Facilities.
- Policy 3.16 Protection and Enhancement of Social Infrastructure.
- Policy 3.18 Education Facilities
- Policy 3.19 Sports Facilities
- Policy 5.1 Climate Change Mitigation
- Policy 5.2 Minimising Carbon Dioxide Emissions
- Policy 5.3 Sustainable Design and Construction
- Policy 5.7 Renewable Energy
- Policy 5.12 Flood Risk Management
- Policy 5.13 Sustainable Drainage
- Policy 6.1 Strategic Approach
- Policy 6.3 Assessing Effects of Development on Transport Capacity
- Policy 6.9 Cycling
- Policy 6.13 Parking
- Policy 7.2 An Inclusive Environment
- Policy 7.4 Local Character
- Policy 7.6 Architecture

- Policy 7.8 Heritage Assets and Archaeology
- Policy 7.14 Improving Air Quality
- Policy 7.15 Reducing and Managing Noise
- Policy 7.16 Green Belt
- Policy 7.19 Biodiversity and Access to Nature
- Policy 7.21 Trees and Woodlands

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

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

- SP1.1 Sustainable development
- SP1.2 Place making
- SP1.3 and SP1.4 Growth
- SP3 Employment
- SP4. Urban design and local character
- SP5 Community facilities
- SP6 Environment and climate change
- SP7 Green grid
- SP8 Transport and Community
- Shirley: Places of Croydon

7.7 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
- UD7 Inclusive design
- UD8 Protecting residential amenity
- UD9 Wooded Hillsides and Ridges
- UD13 Parking design and layout
- UD14 Landscape design
- UD15 Refuse and recycling storage
- UC10 Historic Parks and Gardens
- UC11 Development Proposals on Archaeological Sites
- R01 Metropolitan Green Belt and on Metropolitan Open Land
- R03 Changes of Use of Existing Buildings
- R06 Protecting the Setting of Metropolitan Green Belt and MOL
- R09 Education Open Space

- RO15 Outdoor Sport and Recreation
- NC1 Site of Nature Conservation Importance
- NC2 Specially Protected and Priority Species and Their Habitats.
- NC3 Nature Conservation Opportunities Throughout The Borough
- NC4 Woodlands, trees and hedgerows
- EP1 Control of Polluting Uses
- EP2/EP3 Land Contamination
- EP15/EP16 Energy
- LR3 Loss of Leisure
- CS1 Community Facilities Including Education
- T2 Traffic generation from development
- T4 Cycling
- T8 parking

7.8 CLP1.1 and Croydon Local Plan: Detailed Policies and Proposals CLP2.

The partial review of CLP1 entitled CLP1.1, as well as a new document CLP2, are both nearing formal adoption. The public examination took place between 16th May and 31st May 2017. The appointed Planning Inspector has examined the Partial Review of CLP1.1 and CLP2, and in his report dated 16th January 2018, found both documents to be sound, subject to a number of main modifications being made to it. The documents are expected to be adopted by the end of February.

8.0 MATERIAL PLANNING CONSIDERATIONS

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

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

Principle of Development/Land Use

Metropolitan Green Belt

8.2 The entire site is currently located within the Green Belt. Paragraphs 79 to 92 of the NPPF sets out Government's guidance on development within the Green Belt. Paragraph 89 states that local planning authorities should regard the construction of new buildings as inappropriate in Green Belt unless certain exceptions apply. None of the exceptions outlined in paragraph 89 apply to this

development, and therefore the development as per the definition set out in the NPPF, is defined as inappropriate.

- 8.3 Paragraph 87 of the NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 88 states that when considering a planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
- 8.4 To be able to assess the acceptability of developing on the green belt, a true balancing assessment is therefore required that weighs circumstances which, taken together, constitute very special circumstances, against harm caused by reason of inappropriateness and 'any other harm'. This assessment has been carried out in section 9 of this report, where it is concluded that very special circumstances, do outweigh the harm caused by reason of inappropriateness and 'any other harm'.

Positive Weight to Schools

- 8.5 Paragraph 72 of the NPPF states that great weight should be given to the need to create, expand or alter schools. Policy 3.18 of the London Plan states that development proposals which enhance education and skills provision will be supported, including new build to change of use to education purposes. The policy states that proposals which address the projected shortage of secondary school places will be particularly encouraged. Policy SP5 of CLP1 is generally supportive of investment to new schools, and the expansion and improvement of existing schools. Policy R09 states that the Council will allow education related development on Educational Open Space provided there is an identified need for the development and any harm to the open space is minimised. Emerging Local Plan CLP2 proposed submission allocates the site (no.662) as 'secondary school with retention of playing pitches', and this has been accepted in the inspectors report.

Ensuring Sufficient Secondary School Places

- 8.6 There is an urgent need to increase primary and secondary school capacity in London Borough of Croydon to meet the rising population. Croydon as of 2011 is the largest borough in London in terms of population and is expected to grow by further 30,000 people by 2031. The Council has a statutory duty to ensure that there are sufficient school places to meet demand. In addition to this, a 5 to 8% surplus in school places is required in order to ensure that the Council are able to offer a place to every child who moved into the borough outside of the normal points of admission. The 2016 School Capacity Survey forecasts that in 2018 there would be a surplus of just 71 places, which amounts to just 2%. The proposed development would increase this surplus to 251 places, which amounts to 6%, thus ensuring sufficient surplus.
- 8.7 It is worth noting that a deficit in school places is forecast to start to occur from 2019/2020. Whilst the proposal presented here is only for a temporary period up to September 2019, approving planning permission for this development would

substantially increase the likelihood that a permanent school would be established on this site. In the event that planning permission was not granted for a permanent school, then there would likely be a need to find an alternative site/provision. Approving planning permission would significantly increase the probability that a permanent solution to addressing school place deficit, whether on this or an alternative site, would be found, by acting as an effective stopgap.

Alternative Locations for Secondary Schools

- 8.8 The applicant has submitted a sequential assessment which assesses all the available sites within the South of Croydon area, and then a detailed assessment of all the identified sites within the school travel catchment area.
- 8.9 The sequential test set out by the applicant demonstrates that there are no other suitable locations for a secondary school within the area and school travel catchment area to address the limited supply of secondary school places in 2018/2019. Due to the nature of funding and the immediate need for the development, it is also not considered to be a realistic proposition to address this shortfall through extensions to existing schools. The need for this temporary school to be delivered on this site by September 2018 is critical.

Emerging Local Plan

- 8.10 Paragraph 216 of the NPPF provides guidance on the weight that can be given to emerging plans. Paragraph 216 states:

“From the day of publication, decision-takers may also give weight (unless other material circumstances indicate otherwise) to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced the preparation, the greater weight that may be given).
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).”

- 8.11 As set out in paragraph 009 of the National Planning Policy Guidance “*The law makes a clear distinction between the question of whether something is a material consideration and the weight which it is to be given... Provided it has regard to all material considerations, it is for the decision maker to decide what weight is to be given to the material considerations in each case, and (subject to the test of reasonableness) the courts will not get involved in the question of weight.*”
- 8.12 The current Croydon Local Plan Strategic Policies (CLP1) was adopted in April 2013. A partial review of this document, known as CLP1.1, is in a very advance stage of adoption. The appointed Planning Inspector has examined the Partial Review of CLP1.1, and in his report dated 16th January 2018, found the Partial Review to be sound, subject to a number of main modifications being made to it.

8.13 In the main modifications the inspector stated the following regarding the proposed application site:

“Site 662 (insert – i.e. the application site) is owned by the Council and so the risk of the school not proceeding on this site is slight. It abuts existing residential development to the west and south so its development would have a limited effect on the extent of the openness of the Green Belt in this vicinity. The case for developing a school on site no.662 is both immediate and certain. There does not appear to be any other non-Green Belt sites presently available. This represents the exceptional circumstances in which an alteration to Green Belt boundaries can be countenanced. I recommend a modification to this effect.”

The whole of the application site is therefore proposed to be removed from the Green Belt in CLP1.1 of the Emerging Local Plan.

Sports Pitches

8.14 Paragraph 74 of the NPPF states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, building or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality is suitable location; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

8.15 Also of relevance is London Plan Policy 7.13, CLP 1 policy SP7.3 (d) and Emerging Plan Proposed Submission Policy SP7.3 (d) and Saved UDP Policies R015 and LR2.

8.16 The applicant has indicated in their planning statement that the sports pitches are only used by 1 junior league football team on Sundays. Sports England dispute this and have evidenced regular use for the site in recent history for cricket, including by Croydon Cricket Club of India, on both Saturdays and Sundays. They also believe that the site is used regularly at the weekends for football, and that the site has been used for rounders, as well as informally by joggers.

8.17 Officers have researched the use of the playing fields and are of the view that the site is more intensely used than suggested by the applicant. The council have evidence that indicates in addition to the uses highlighted above by Sports England that the site has also been used for athletics. In the recent past the site has contained a running track, javelin, long jump area and shot put throwing area. It is also noted that one of the objections states that the site was previously used by Archbishop Tension’s School as playing fields. Nevertheless, critically Sport England do not object and even when the site is intensely used the council are satisfied that there are still areas of surplus land not being used/required.

- 8.18 It should be noted that this area is well served by both formal and informal sports and leisure facilities and clubs including Lloyd Park, Coombe Park, John Ruskin Playing Field, Shirley Park Golf Club, Crobham Hurst Golf Club, Whitgift Sports Club, Addiscombe Hockey and Cricket Club and Addington Hills.
- 8.19 The proposed temporary school building would be located on the pre-existing hard surface. The only encroachment onto the grassed areas of the site where sports pitches are located would be the new hard/soft play area, the new seven bay car park area, perimeter fencing cycle, drainage trench and bin storage. This represents a very small percentage of the overall site. Whilst there would be a technical loss of playing field area, there is still considered to be sufficient land left after the development was complete to provide the same level of sports and leisure facilities/pitch provision.
- 8.20 The existing pavilion is in a poor state of repair, and understood to have been boarded up for health and safety reasons. It is unlikely given local authority funding restrictions that the pavilion would come back into use in the foreseeable future. It is noted within Sports England's response that Croydon Cricket Club of India have previously expressed an interest in the site. It is not considered that this can be given significant weight as there is not significant evidence that such an offer would be accepted. The applicant has agreed that they will allow the use of the temporary building (which includes changing rooms/toilets) by the community. The applicant has confirmed they will manage the community facilities and will encourage the site to be more intensely used than at present. Condition (15) is recommended requiring a community use agreement to be submitted and approved in writing.
- 8.21 Sports England raise no objection to the scheme subject to conditions 14 to 19. These conditions are recommended and accordingly the scheme is supported.
- 8.22 In conclusion, subject to condition, whilst there would be a technical loss of playing field area, there would not be an adverse impact on sporting pitch/facility provision. The loss of playing field area would be offset via a community use agreement that would actively encourage the site to be more intensely used at present.

Townscape and Visual Impact, Impact on Heritage Assets

Heritage Assets

- 8.23 Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 requires Local Planning Authorities to have special regard in the granting of planning permission to the desirability of preserving listed building(s) or its setting or any features of special architectural or historic interest which it possesses.
- 8.24 The NPPF requires a great weight to be placed on the protection of heritage assets. A pragmatic approach is advocated at national level by the NPPF, between balancing the need and benefits of development and the protection of heritage assets. Chapter 12 of the National Planning Policy Framework (NPPF, 2012) provides direction to decision makers on development which could affect listed buildings. Paragraphs 131-134 of the NPPF are of most relevance. In

determining planning applications, local planning authorities are directed to take account of “*the desirability of sustaining and enhancing the significance of heritage assets...the positive contribution that conservation of heritage assets can make to sustainable communities...[and] the desirability of new development making a positive contribution to local character and distinctiveness*”.

- 8.25 The applicant has submitted a heritage assessment entitled ‘Cultural Heritage Desk Based Survey’. This study considers all of the surrounding heritage assets including archaeological remains, and assess the development’s direct and indirect impact on them and their setting.
- 8.26 In terms of impact of the development on surrounding listed buildings and their setting, the assessment identifies a ‘very slight adverse indirect effects on the grade II listed Coombe Lodge.’ This is considered to be an accurate assessment of the development impact on surrounding listed buildings and their setting. Due to the orientation of Coombe Lodge, windows on this property generally face in a northerly and southerly direction, and not over the application site. There is a conservatory at ground floor level on the western flank of the property, but there is likely to be no views of the development from this conservatory due to the slope of land, mature vegetation and separation distance of approximately 200m. The development is likely to be visible from some parts of the grounds, both original and historic of Coombe Lodge, but these are only likely to be glimpse background views due to maturity of planting and separation distance. There is the possibility that the site, had a historical connection with the wider Coombe Estate that contains a number of listed buildings, but this connection, other than the name of the site has largely been lost. Any adverse impact on heritage assets would be temporary.
- 8.27 The site is surrounded by a number of local listed parks and gardens including Geoffrey Harris House/Coombe House, Lloyd Park and Royal Russell School, which are located to the north, east and west of the site. The development would only have a minor impact on views from these locally listed parks and gardens with the mature planting, trees and roads/tramway helping to obscure views.
- 8.28 The site is located within an Archaeological Priority Zone. The application has been reviewed by Historic England’s Greater London Archaeological Advisory Service (GLAAS), who have concluded that the development is unlikely to have a significant effect on heritage assets of archaeological interest.
- 8.29 Paragraph 134 of the NPPF advises that where a development leads to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. However, this paragraph should be read in the context of Paragraph 132 of the NPPF which states ‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation.’
- 8.30 The proposed development provides substantial public benefits, which would comfortably outweigh the less than substantial harm identified to both nationally and locally designated heritage assets, even when great weight is applied to

ensuring the asset's conservation and statutory requirements set out in Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990.

Bulk, Mass and Design

- 8.31 The proposed temporary building would be located on the existing hardstanding, which would help to reduce the development's impact on the green open areas and playing fields. The location of the development also maximises the existing infrastructure present on the site, limiting the need for further ad-hoc potentially intrusive alterations. The proposed development is well sited away from neighbouring properties and set back from the road, which helps to retain a sense of openness, as well as limiting the buildings impact on the most common viewpoints. It has simple functional form that is reflective of its temporary nature. Mature boundary planting and the topography of the site will help to obscure the lower levels of the building from views from the north, helping to reduce the building's impact. Whilst the architectural quality and design detailing is clearly less than the Council would normally require for a permanent solution, and expect, given its temporary nature and intended purpose, no objection is raised. The building is proposed to be painted in a green colour which would help to integrate into its green and pleasant green belt setting. This is recommended to be secured via condition.
- 8.32 The proposed school is fit for purpose, and designed to meets all guidelines and minimum school sizes as set in the Building Bulletin 103: Area Guidelines for Mainstream Schools. There will be disabled facilities provided within the school with a disabled parking space, shallow DDA compliant ramp, accessible toilet and adequate corridor widths. Whilst disabled access would not be provided to the upper floor, given that there are sufficient facilities at ground floor level and the temporary nature of the application, no objection is raised.
- 8.33 The location of the building and condensed built form will help to ensure that when the use ceases that the land can be returned to its existing state in an efficient manner. At the same time, the location and siting of the development has been chosen in order to not limit the potential development of the site for a permanent school. The proposed mass, bulk and design of the development on balance is considered acceptable.

Impact on Neighbouring Properties Living Conditions

- 8.34 The proposed temporary building would be located over 125m away from residential properties in Melville Avenue to the west, and nos. 100 and 102 Coombe Road to the east. The proposed temporary building as such would not impact neighbouring properties' sunlight, daylight, sense of enclosure or privacy.
- 8.35 The principle impact of the development would be from intensification of the use of the wider site, and associated impacts in terms of noise generation and privacy loss.
- 8.39 The proposed development would have an acceptable impact on neighbouring residential properties in terms of noise. The development benefits from the fact that school operating hours are during the less noise sensitive daytime hours,

when residents are less likely to be asleep and when general activity and background noise levels are at their highest. Some of the sound generated from the school use would be masked by existing traffic noise from the busy Coombe Road. Soft and hard playground areas have been located in the centre of the site away from the neighbouring properties, which will help mitigate their impact. Fencing is proposed around the access routes which will help confine activity and associated noise from comings and goings. There will be staff/parental supervision at the entrance of school at the start/end of the day, which will help control pupil behaviour. Any noise from the use of the sports pitches by either pupils or members of community, would be confined to daylight hours (due to the lack of floodlights), and comparable to the noise that would be expected to be generated from the existing use of the site.

8.40 The proposed development would have an acceptable impact on neighbouring properties' privacy. Intensely used areas of the site including play areas are located centrally, and fencing will restrict movements so that pupils are unlikely to be able to stand directly facing neighbours windows when entering and leaving the school. Views obtained from the use of the sports pitches themselves would be comparable to the existing situation, and not sufficiently detrimental to justify the refusal of planning permission.

8.41 In order to make the school safe for use in the winter, greater levels of external lighting will be required. To ensure the impact of this is appropriate mitigated and controlled, condition 21 is recommended.

8.42 The applicant's noise survey indicates that mechanical ventilation may be required to achieve acceptable sound levels within the temporary classroom. Conditions (12) and (13) are recommended to secure additional details on any plant/ventilation system and to ensure that any such equipment would not cause harm to neighbouring properties' living conditions.

Impact on Highway, Parking, Transport Network and Pedestrian Safety.

Trip Mode

8.43 The applicant has estimated the likely level of trips based on pupil/staff numbers and the travel data from an outer London borough school. This data has then been adjusted to reflect the characteristic of the site. Based on 180 pupils, the adjusted trip data produced by the applicant is as follows:

Car	36 Pupils
Car Share	9 Pupils
Tram	36 Pupils
Public Bus	36 Pupils
Cycle	9 Pupils
Walking	54 Pupils

8.44 Officers having compared the data produced by the applicant with our own understanding of the site, as well as using data from two comparable Croydon

schools, namely Quest Academy and Shirley High School. Using these comparisons officers are satisfied with the applicant's estimates.

- 8.45 In terms of staff, it is forecasted based on Census data that six of the staff would travel to the school by car, two by bus, one by rail and one by foot. Condition (23) and a legal agreement are recommended to secure a travel plan to encourage sustainable modes of transport.

Parking Impact

- 8.46 The applicant's Transport Assessment estimates that in worst case scenario 46 vehicles would be involved in dropping off or picking up of pupils. However, it should be noted that these 46 vehicles would to some extent be spread, especially with pre and after school clubs. No on-site parking for pupils/parents is proposed.
- 8.47 The applicant has produced a parking survey. The parking survey was undertaken on Tuesday 29th November 2016, in the morning between 07:45 and 09:15, and again in the afternoon between 16:00 to 17:30. The applicant has identified 77 free spaces at 9am, and 73 free spaces at 4pm, within a 400m radius of the school. However, it is apparent from analysing the parking data that the vast majority of these spaces, as well as the most likely spaces to be used by parents are located within the Council run Lloyd Park car park.
- 8.48 Lloyd Park car park has 70 car parking spaces in total which is split into 53 regular parking spaces, 4 disabled parking spaces and approximately 13 unmarked bays. 11 cars in total were in this car park at 8:45am (59 free), and 22 cars (48 free) in total at 4pm on the 29th November 2016.
- 8.49 In acknowledgement of the development's reliance on Lloyd Park, the applicant is proposing the use of a 'School Travel Management Plan (STMP)'. The STMP would enforce the use of Lloyd Park as drop off/ pick up point. In addition the STMP proposes the following:
- A minibus service picking up at the start of the day / dropping off pupils at the end of the day from/to St Peters and at Park Hill Junior Schools would be provided thus reducing the impact on trips to the site and stress on parking. The applicant's trip number have not included the impact of this mini bus service. As such the applicant's trip number by private car could significant drop from estimates provided.
 - Staggering school start times from the traditional time in order that the aforementioned minibuses could tie in pick up at St Peters / Park Hill with parents dropping off siblings at those schools. This would help minimise any potential cumulative impact associated with the drop off at other schools in the local area. Condition (11) is recommended to require the school to confirm opening/closing hours prior to the commencement of the use.
 - Staff / parental supervision of the pelican crossing adjacent to Lloyd Park and the proposed crossing of Melville Avenue at both the beginning and end of the school day ensuring pupils use the safest route from the car park, to ensure pupils are appropriately managed to prevent accidents, and to help monitor/control pupil behaviour.

8.50 It is acknowledged that the use of Lloyd Park car park would cause some inconvenience to other users of Lloyd Park. Despite this, no objection is raised given that this is only a temporary issue, that there would still likely be adequate number of parking spaces for users of Lloyd Park, and given the importance to the borough's education provision that this school is open in time for September 2018. The three hour parking restriction on the car park will ensure that the inconvenience to other Lloyd Park users is only likely to be for a short period of time at the start/end of day.

8.51 For staff, six car parking spaces are proposed which would be sufficient to cope with the expected demand, one of which would be a disabled space. There would also be one on site space for visitors.

8.52 Subject to condition 22 securing the STMP, the development's impact in terms of parking and the proposed level of parking provision is considered acceptable.

Tram Network Impact

8.53 The application has been reviewed by Transport for London (TfL) who has confirmed that the likely number of pupil/staff using the tram would not be such that it would cause significant capacity issues. TfL has also confirmed that parents/pupils using Lloyd Park car park and associated access road would not significantly impact the tram network. The proposed development would not therefore have an adverse impact on the operation of the tram network.

Highway Capacity Impact

8.54 The impact of the development on four priority junctions has been modelled, Coombe Road/Melville Avenue, Melville Road/Croham Road, Castlemaine/Coombe Road and Coombe Road/Croham Park Avenue. The model includes the impact of parents using Lloyd Park car park for pick up/drop off, as well as from the new proposed one way junction at Coombe Road and Melville Avenue (see option 1 below). The modelling shows that the development would have some impact on traffic movements, but are within acceptable thresholds and as such the congestion and delay experienced by road users would not be noticeable.

Cycle Parking

8.55 Two areas for covered cycle parking has been indicated on submitted plans, one for staff and one for pupils. The exact quantum of provision has not been indicated. Condition 24 requiring further details to be provided and at least 12 cycle parking spaces is recommended. This is based on the 9 pupils predicted to travel by bike, plus an additional 3 cycle parking spaces for visitors/as a safety buffer.

Highway Alterations and Pupil Safety

8.56 To ensure that there is a safe crossing point for pupils/pedestrians to reach the school from the west, the applicant is proposing to create a raised pedestrian crossing at the junction of Coombe Road and Melville Avenue (option 1). To be safe, and to prevent queues forming on Coombe Road, the end of the road would

be made one way and cars would be prevented turning into Melville Avenue from Coombe Road.

- 8.57 The applicant has carried out a stage one safety audit for this option. The safety audit does not highlight any significant problems which could not be resolved through detailed design. Option 1 would require a Traffic Regulation Order (TRO). Whilst the order would be subject to consultation, initial conversations with relevant colleagues have indicated that this option has a strong chance of being deliverable.
- 8.58 The applicant has a back-up option should the TRO not be accepted i.e. option 2. Option 2 proposes a pedestrian crossing to the south of the school. Whilst this may provide a suitable alternative, at this stage it is too undeveloped to be fully accepted. Condition 3 and the legal agreement are therefore recommended to ensure that adequate safety measures are in place prior to the commencement of the development, and subsequent to the commencement of the use.

Junction Visibility

- 8.59 An objection has been received from the Whitgift Foundation who amongst other things are concerned about visibility at junction of Melville Avenue/Coombe Road for cars due to the presence of four maple street trees on the grass verge to the east of the junction.
- 8.60 The potential alterations to the junction would not in itself create additional obstructions, and may in fact reduce risk to some degree from the removal of the cars turning into Melville Avenue. There would, nevertheless, be an increased number of cars turning out of Melville Avenue. To improve visibility and safety at this junction, the applicant has indicated that they would be willing to fund the removal of two trees and for them to be replaced elsewhere. This would in officer's view appropriately mitigate the small amount of increased risk generated by the development. This would be secured through the legal agreement.

Waste

- 8.61 Information submitted by the applicant has been reviewed by the Council's Waste Team who are satisfied with the levels of provision and details submitted.

Trees, Landscaping and Biodiversity.

- 8.62 The applicant has produced an arboricultural assessment and method statement. The application has been reviewed by the Council's Arboricultural officer who has raised no objection. One dead tree is proposed to be removed. Whilst there are a number of trees which could potentially be impacted by the development, all of moderate or poor quality rated B, C and U. The applicant's statement outlines a number of appropriate measures to ensure existing trees are retained and protected during the site development. Further details are required in regards to the construction of the proposed hard surface adjacent the boundary trees and for the construction of the boundary fence adjacent the trees to ensure that existing trees are not harmed. This is recommended to be secured via condition 5. Where tree removal is unavoidable, then condition 6 is recommended requiring soft landscaping and the planting of replacement trees

to ensure that the development does not have an adverse impact on visual amenity.

Ecology and Biodiversity

- 8.63 The southernmost part of the site is located in a Site of Nature Conservation Importance. The applicant has submitted an 'Ecological Assessment' and a 'Bat Mitigation and Enhancement Plan' with their application. The proposed development would not directly impact the more sensitive woodland area that is located at the southernmost part of the site, ensuring any flora and fauna, including protected species located in this habitat are unlikely to be impacted.
- 8.64 The site as a whole contains habitat value for breeding birds, bats, reptiles and amphibians. A number of mitigation and enhancement measures are outlined within the ecological assessment and bat mitigation plan, and these are recommended to be secured by condition 10. Protected flora and fauna is sufficiently safeguarded.

Flooding, Sustainability and Environment.

- 8.65 The site is modelled as being at risk from surface water flooding on a 1 in 100 year basis. The submitted 'SUDS Statement' which proposes the installation of an infiltration trench. The existing and proposed impermeable areas, including from the proposed building, would discharge directly into the infiltration trench. This would be sufficient to accommodate all storm events up to and including the critical 1 in 100 year event. Subject to a condition 4, the proposed development would not have an adverse impact on flooding.

Sustainability and Energy

- 8.66 The development is only for a temporary period of a year, and therefore it is not practical to require the development to meet standard sustainability and energy standards. Nevertheless there are a number features of the development that reduce its environment impact. The temporary accommodation is proposed to be constructed from pre-fabricated and pre-used modular units. The proposed re-use of modular units will give significant savings in terms of embodied carbon compared to a traditional build project and consequently contributes to climate change mitigation. The pre-built nature of the development will also significant limit construction impacts and reduce vehicle movements.
- 8.67 Renewable energy technologies such as solar photovoltaics are not feasible in this instance given that the imbedded energy payback is significantly longer than the lifespan of the development.
- 8.68 The temporary modular units are well insulated, air tight, utilise natural ventilation when units need to be cooled and natural lighting which helps to ensure energy efficiency.
- 8.69 In light of the nature of the development, the impact of the development in terms of sustainability, energy and carbon dioxide emissions is considered acceptable.

Air Quality

- 8.70 The Air Quality assessment has considered exposure to onsite receptors, but has not considered Air Quality neutral calculations. Due to the nature of the development there are only limited options. Condition 23 requires the submission of a travel plan that includes a 'No Idling Engines' strategy statement. The developments impact on air quality is considered to be acceptable.
- 8.71 The submitted Air Quality assessment also considers the impact of locating the school adjacent to Coombe Road, and the impact this may have on pupils/staff. The assessment concludes that following on from three months of monitoring, that on-site mitigation measures are not necessary.

Land Contamination

- 8.72 The application has been reviewed by the Council's Land Contamination Officer who raised no objection to the application. They have recommended condition 8 to be added given the possible presence of infilled land and the associated risk.

Equality

- 8.73 The school would be a 'Free School' and are an 'all-ability' schools that cannot use academic selection process. The proposed school is also not a 'faith school', would be open to all sexes, and gives first choice to local families. The school would have to operate in accordance with the Equality Act 2010. Measures have been taken in the building's design to ensure it is accessible for all.
- 8.73 Regard has been had to the impact of the development on pupils of Rutherford School, which is a specialist independent school for pupils with Profound and Multiple Learning Disabilities. It is considered that the small impact that the development could have on the operation of the Rutherford School, would be outweighed by the benefits of providing a new school that could cater for broad range of pupils.
- 8.74 Subject to conditions, the proposed development is not considered to undue discriminate on behalf of age, disability, gender, relationship, pregnancy, race, religion, sex and sexual orientation. The development in general is considered to benefit all.

9.0 Balance of Decision and Conclusion

If at time of decision notice the site is not in the Green Belt

- 9.1 The consideration of this case is complicated by the fact that planning decisions have to be issued on the basis of policies in place at the point the decision is issued, not at the point that the application is considered by committee. Whilst the Emerging Local Plan, at the date of the publication of this report, and on the date of the committee, would not have been adopted, in all likelihood at the point at which a decision would be issued the Emerging Local Plan would be adopted and the site would no longer be designated Green Belt. The delay in issuing the decision would be due to the need to finalise the legal agreement, as well as need to refer the application both to Mayor of London under Stage 2 and to Central Government. Whilst the Emerging Local Plan cannot be given full weight

at this stage if a decision was issued today, it is a near certainty that when the decision is issued, that full weight would be required to be given to the Emerging Local Plan.

- 9.2 Given the positive weight given to schools, the site allocation that establishes the education use of the site and the need for additional secondary school places within South Croydon, these circumstances would comfortably outweigh the less than substantial harm identified to both nationally and locally designated heritage assets, even when great weight is applied to ensuring the asset's conservation, and the effects of the functional architectural quality of the development on visual amenity.
- 9.3 The development would have a negligible impact in terms of sports provision, parking, highway, transport network, pedestrian safety, neighbouring properties' living conditions, trees, biodiversity, flooding, environment, and any other material planning consideration.
- 9.4 If a decision is issued after the Emerging Local Plan has been adopted, which de-designates the site from the Green Belt, it is therefore recommended for the reason outlined above that planning permission be granted, subject to conditions.

If at time of decision notice the site is still in the Green Belt

- 9.5 Officers are of the view that there are significant circumstances which, when taken together, constitute very special circumstances. These are in summary as follows:
- Positive weight to schools.
 - Significant deficit in secondary school places.
 - Emerging local plan evidence base, as well as the applicant's sequential test which both confirm the absence of alternative sites.
 - That considerable weight can be given to the emerging local plan in light of its advance state of adoption.
- 9.6 These circumstances need to be weighed against the negatives of the development, some of which are only relevant if the site remains in the Green Belt.
- 9.7 The proposed development is inappropriate development by virtue of constructing new buildings within the Green Belt, and because the development would not meet any of the exceptions outlined within paragraph 89 of the NPPF. The development would increase the sprawl of Croydon and would represent encroachment into the countryside. The proposed development would have an adverse impact on openness of the Green Belt. The proposal would increase the likelihood that further development, most likely a permanent school, would occur on this site, which in turn would have an even greater detrimental impact on the purpose, openness and character of the Green Belt. It could be argued that the development would also lessen the pressure of the development of other brownfield sites, although this point is somewhat negated by the council's

evidence base for the Emerging Local Plan and by the applicant's sequential assessment which shows that there are no suitable alternative sites.

- 9.8 In addition to the harm to the Green Belt, there would be less than substantial harm identified to both nationally and locally designated heritage assets, and the effects of the architectural quality of the development on general visual amenity.
- 9.9 The development would have a negligible impact in terms of sports provision, parking, highway, transport network, pedestrian safety, neighbouring properties' living conditions, trees, biodiversity, flooding, environment, and any other material planning consideration.
- 9.10 The set of circumstances outlined above, in officers' view do amount to very special circumstances, which outweigh the harm to the Green Belt, even when substantial weight is given to this harm, plus any other harm identified in the main body of the report, including less than substantial harm to designated heritage assets (even with given great weight given to their conservation), and the effects of the architectural quality of the development on general visual amenity.

Overall Conclusion

- 9.11 In conclusion, irrespective of whether the site remains in, or is removed from the green belt at the point of decision, planning permission is recommended to be granted.
- 9.12 All other relevant policies and considerations, including equalities, have been taken into account.

PLANNING COMMITTEE AGENDA

PART 8: Other Planning Matters

1 INTRODUCTION

- 1.1 In this part of the agenda are reports on planning matters, other than planning applications for determination by the Committee and development presentations.
- 1.2 Although the reports are set out in a particular order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a particular application, you need to be at the meeting from the beginning.
- 1.3 The following information and advice applies to all those reports.

2 FURTHER INFORMATION

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

3 PUBLIC SPEAKING

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

4 BACKGROUND DOCUMENTS

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

5 RECOMMENDATION

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

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