

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, 22 March 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
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www.croydon.gov.uk/meetings
Tuesday, 13 March 2018

Members of the public are welcome to attend this meeting.

If you require any assistance, please contact the person detailed above, on the right-hand side.

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

Planning.Speakers@croydon.gov.uk or phone the number above by 4pm on the Tuesday before the meeting.

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

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

N.B This meeting will be paperless. The agenda can be accessed online at www.croydon.gov.uk/meetings

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 - 10)

To approve the minutes of the meeting held on 8 March 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 11 - 12)

To receive the following presentations on a proposed development:

5.1 17/02884/PRE 40-60 Cherry Orchard Road, Croydon
(Pages 13 - 30)

Demolition of existing buildings and construction of residential building comprising 94 units with associated parking and landscaping.

Ward: Addiscombe

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

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

6.0 Application Details - Items 6.1, 6.2, 6.3 and 6.4
(Pages 35 - 44)

This is an overview report for Items 6.1, 6.2, 6.3 and 6.4.

6.1 17/06297/FUL Land at Lion Green Road Car Park, Coulsdon, CR5 2NL (Pages 45 - 72)

Redevelopment of site to provide 5 x five, six and seven storey buildings providing 157 units (96 one bedroom, 42 two bedroom and 19 three bedroom flats): provision of vehicular access, residential and town centre car parking spaces, hard and soft landscaping works and new private and public amenity space.

Ward: Coulsdon West

Recommendation: Grant permission

6.2 17/06218/OUT Land West Of 41 Malcolm Road, Coulsdon, CR5 2DB (Pages 73 - 86)

Demolition of outbuilding and erection of three storey building of 1,436sqm for non-residential institution (Use Class D1) together with a new access from Woodcote Grove Road

Ward: Coulsdon West

Recommendation: Grant permission

6.3 17/06217/FUL Former Croydon Adult Learning and Training (CALAT) Coulsdon Centre, 41 Malcolm Road, Coulsdon, CR5 2DB (Pages 87 - 102)

Partial demolition and reconfiguration of the existing building, including the erection of a new multi-purpose function hall together with car parking, landscaping and other associated works

Ward: Coulsdon West

Recommendation: Grant permission

6.4 17/06216/FUL Coulsdon Community Centre (CCC), Barrie Close, Coulsdon, CR5 3BE (Pages 103 - 122)

Demolition of existing community centre and erection of 33 residential units comprising 4X1 bedroom flats, 12x2 bedroom flats and 17x3 bedroom houses, together with provision of car parking, landscaping and other associated works.

Ward: Coulsdon West
Recommendation: Grant permission

6.5 17/05189/FUL 23 Park Road, Kenley, CR8 5AS (Pages 123 - 136)

Demolition of the existing buildings, erection of a twostorey replacement building to provide 7 self-contained (C3) residential flats with associated car parking, cycle parking, bin store and landscaping.

Ward: Kenley
Recommendation: Grant permission

6.6 17/06360/FUL Garages and Forecourt North Of Avenue Road, South Norwood, London (Pages 137 - 150)

Demolition of garages and erection of a three storey building to provide 12 flats together with a disabled car parking space, landscaping and other associated works.

Ward: South Norwood
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 151 - 152)

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."

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Planning Committee

Meeting of Croydon Council's Planning Committee held on Thursday, 8 March 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,
Luke Clancy (with apologies for lateness), Jason Perry, Joy Prince and
Sue Winborn

Also Present: Councillor Maria Gatland

Apologies: Councillor Bernadette Khan

PART A

45/18 **Minutes of Previous Meeting**

RESOLVED that the minutes of the meeting held on 8 February 2018 be signed as a correct record subject to the revised minute for Item 6.1 (17/02696/FUL), Item 6.2 (17/05863/FUL), Item 6.3 (17/05830/FUL) and Item 6.4 (17/01929/FUL); and 22 February 2018 be signed as a correct record subject to the revised minute for Item 5.1 (17/05470/PRE) and Item 6.1 (17/05867/FUL), circulated within the Addendum.

46/18 **Disclosure of Interest**

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

47/18 **Urgent Business (if any)**

There was none.

48/18 **Development presentations**

There were none.

49/18 **Planning applications for decision**

50/18

6.1 17/01319/FUL Selsdon Goods Yard, Selsdon Road, South Croydon, CR2 0EA

Erection of single storey workshop buildings for use as car body repair shop and car storage (use class - sui generis)

Ward: Croham

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

At 06.39pm Councillor Clancy entered the meeting and did not take part in the item.

Mr Brian Keating, speaking in favour of the application, made the following points:

- 1st time building anything to improve in the area
- Progress has been part of the local community for over 18 years.
- Doing the right things for the right reason.

Councillor Gatland spoke against the application and raised the following points:

- Not a suitable location for this type of business.
- Strong smell of paint and fumes in the air
- Range of mitigation measures show disturbance.
- Proposed for refusal or to defer application until the conditions has been reviewed.

Councillor Perry moved a motion to **DEFER** the application on the grounds to receive more detail and mitigations to the application. Councillor Scott seconded the motion.

The motion was put to the vote and was carried with all (8) Members unanimously voting in favour.

The Committee therefore **RESOLVED** to **DEFER** the application for development at Selsdon Goods Yard, Selsdon Road, South Croydon, CR2 0EA pending more detail and mitigations to the application.

Officers will consider the service of a Temporary Stop Notice if considered expedient to do so.

51/18

6.2 17/03543/FUL Croham Hurst Place, 17 Wisborough Road, South Croydon, CR2 0DR

Demolition of existing garage block and extension of existing bungalow to provide a single storey, eight bedroom bungalow for use as part of the existing residential care home.

Ward: Croham

Details of the planning application was presented by the officers. There were no questions for clarifications.

Mr James Phillips, speaking in favour of the application, made the following points:

- Previous planning was approved in March 2017
- Efforts has been made with immediate neighbours to discuss application to understand the application.

Councillor Gatland spoke against the application and raised the following points:

- Application has effect in area particularly on Wisborough Road which has changed considerable over the years
- Extra extension would mean more staff and vehicle movements, resulting in more noise and disturbances
- Traffic in and out of the home has increased.
- No provision for staff and visitors parking

Councillor Audsley proposed a motion for approval and Councillor Kabir seconded the motion.

The motion was put to the vote and was carried with all (9) Members unanimously voting in favour.

The Committee therefore **RESOLVED** to **GRANT** permission for development at Croham Hurst Place, 17 Wisborough Road, South Croydon, CR2 0DR.

52/18

6.3 17/06121/FUL 170 Hayes Lane, Kenley, CR8 5HQ

Alterations; Erection of single/two storey front, rear, roof and dormer extensions with accommodation in the loft space. Conversion to form 5 flats and 1 house. Provision of associated parking.

Ward: Kenley

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

53/18 **Items referred by Planning Sub-Committee**

There were none.

54/18 **Other planning matters**

There were none.

The meeting ended at 7.24 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.

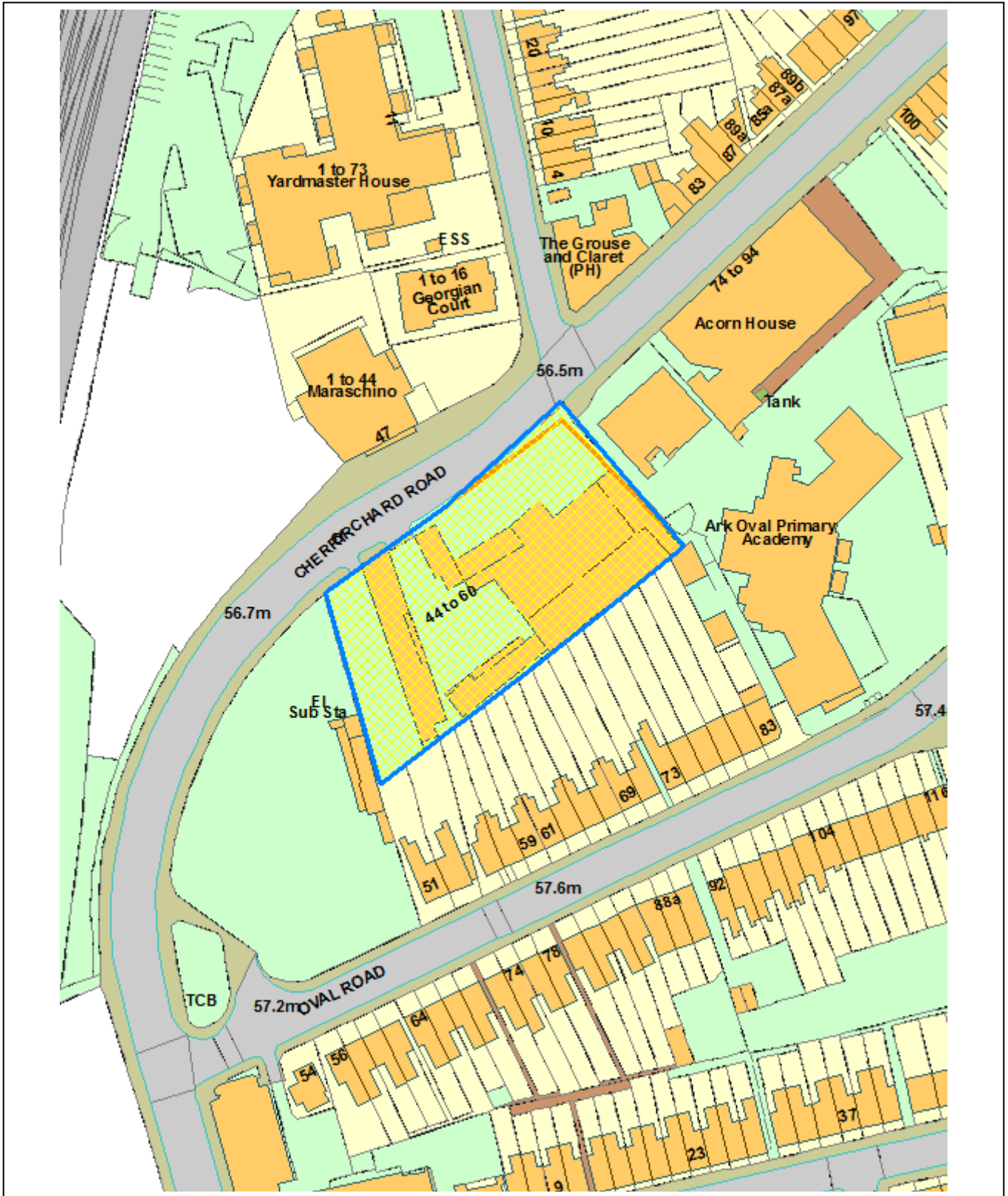
5 BACKGROUND DOCUMENTS

- 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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PART 5: Development Presentations

Item 5.1

1 DETAILS OF THE DEVELOPMENT

Ref: 17/02884/PRE
 Location: 40-60 Cherry Orchard Road, Croydon
 Ward: Addiscombe
 Description: Demolition of existing buildings and construction of residential building comprising 94 units with associated parking and landscaping
 Drawing Nos: 1622-SK-121 C, 1622-SK-122C, 1622-SK-123 E, 1622-SK-124 D, 1622-SK-125 D, 1622-SK-126 D, 1622-SK-127 D, 1622-SK-128 C, 1622-SK-129 D, 1622-SK-130 D, 1622-SK-131 D, 1622-SK-132 C, 1622-SK-140 E, 1622-SK-141 I, 1622-SK-142 H, 1622-SK-143 G, 1622-SK-144 G, 1622-SK-145 H, 1622-SK-146 H, 1622-SK-147 G, 1622-SK-148 E, 1622-SK-149 D, 1622-SK-150 A, 1622-SK-151 A and 1622-SK-152 A
 Applicant: Cherry Blossom Development Limited
 Agent: Mr Mike Ford
 Case Officer: Mr White

	1 bed (inc 6 studios)	2 bed	3 bed	4 bed
Houses	0	0	0	0
Flats	37	47	10	0
Totals	37	47	10	0
Affordable Rent: Shared ownership	18 units - 19% 11(AR):7(SO) - 61:39% split			

2 PROCEDURAL NOTE

- 2.1 This pre-application report is presented in new style that is being trialled which provides a more focussed approach to pre application presentation to and engagement with Planning Committee. The report covers the following points:
- a. Site briefing
 - b. Relevant Planning policies and guidance
 - c. Material Planning Considerations
 - d. Specific feedback requests
- 2.2 The development does not constitute an application for planning permission and any comments made upon it are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification. This is the first presentation to the Planning Committee.

3 SITE BRIEFING

Proposal

- 3.1 The proposal is currently for the construction of a residential development comprising:

- Demolition of buildings on site
- Erection of one 7/8 storey building with basement comprising 94 flats
- The building would have two distinct blocks (with their own cores) with a linking central element.
- 10 parking spaces including 1 car club space (4 reserved for 'future' uptake).
- 10% wheelchair user dwelling / 90% accessible and adaptable.
- Outdoor amenity areas to the rear.

Site and Surroundings

- 3.2 The site measures 0.3 hectares (approximately 66m in length and 40m deep) and is currently occupied by a food packaging and distribution depot. Single storey 10m high industrial warehouse buildings occupy the majority of the site with an open concrete courtyard accessed from the main road, otherwise the buildings are hard up to the boundaries. The site is generally level and falls just beyond a sharp bend in Cherry Orchard Road. Along the adjacent area of Cherry Orchard Road there are two vehicle crossovers, a single yellow line and a bus stop.
- 3.3 To the rear are terraced houses, to the east a school and to the south-east a site with an extant consent for residential development. There is a public footpath to the east of the site which connects Oval Road with Cherry Orchard Road.
- 3.4 As well as the designations set out above, Cherry Orchard Road is a London Distributor Road, the site is within a CPZ and is at an elevated risk of surface water flooding.
- 3.5 Designations
- Croydon Opportunity Area (but outside of the CMC)
 - Area of High Density
 - Cherry Orchard Road which is a London Distributor Road.
 - Site allocation (no.50) – Residential development (with an indication of 50-80 units on the site)

Planning History

- 3.6 The following planning decision is relevant to the application:

01/00473/P On 2 October 2006, outline planning permission was granted for the demolition of the existing buildings and erection of 2 five/six-storey buildings comprising 22 one-bedroom and 33 two-bedroom flats; formation of vehicular access and provision of 23 parking spaces in the basement level. Siting of the buildings and means of access to the site were determined as part of the outline application.

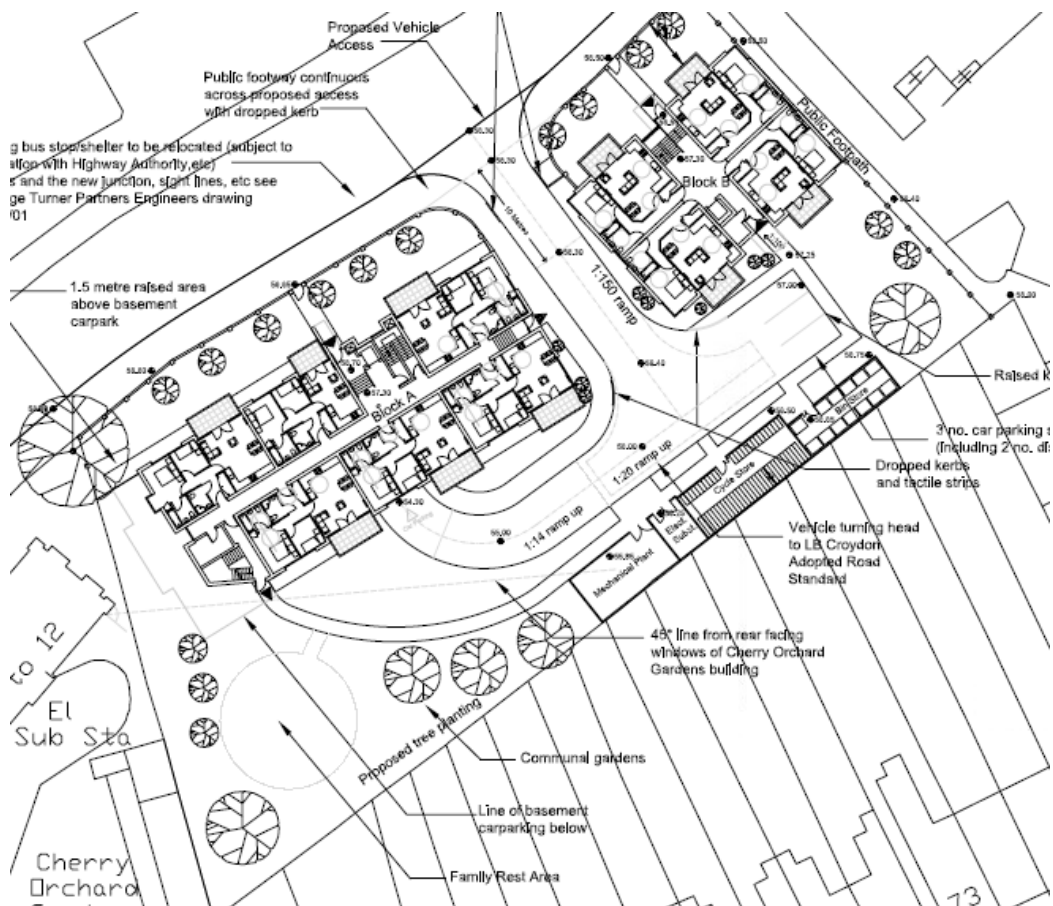
Outline Consent Granted October 2006

09/02757/RES reserved matters application, for application 01/00473/P, relating to the scale, appearance and landscaping.

Granted. April 2010. Not Implemented.

NB. This permission secured - 18 affordable housing units. These dwellings comprised the 18 one and two bedroom units in the eastern block.

The elevations/layout drawings of this application are shown below.



Neighbouring Sites

Morello

13/04410/P Demolition of existing buildings; redevelopment to provide a mixed use development of 4 new buildings comprising offices (Class B1a) hotel and serviced apartments (Class C1), 424 flats and 225 habitable rooms of residential accommodation, retail (Classes A1-A4) and community facilities (Class D1). Provision of network rail service building, public realm Highway works, formation of vehicular accesses and new car and cycle parking. (without compliance with condition 31 - to allow amendments to approved ground floor and basement access - attached to planning permission 11/00981/P).

Permission Granted July 2014. Implemented.

17/05046/FUL Erection of two 25 storey towers (plus plant) and a single building ranging from 5 to 9 storeys (plus plant) to provide a total of 445 residential

units, with flexible commercial, retail and community floorspace (A1/A2/A3/A4/B1a/D1/D2) at ground and first floor level of the two towers and associated amenity, play space, hard and soft landscaping, public realm, cycle parking and car parking with associated vehicle accesses.

Application Under consideration and yet to be determined.

Galaxy House site

14/03092/P Erection of two buildings ranging from 9 to 19 storeys comprising 290 flats (1-3 bedroom); formation of access from Cherry Orchard Road and provision of associated parking and landscaping (without compliance with conditions 3 - details of rear elevation materials & 29 - development to be in accordance with approved drawings- attached to planning permission 13/02294/P also the provision of additional 7 flats).

Permission Granted July 2014. Implemented.

Rear of 81-83 Oval Road

14/00470/P - Erection of a pair of two storey four bedroom semi-detached houses with accommodation in roof space and provision of associated parking.

Permission refused 25 April 2014.

The reasons for refusal were for the loss of an employment generating site, cramped and overcrowded form of back land development, detrimental to neighbouring occupiers by reason of overlooking and loss of privacy and unacceptable access arrangements.

15/04162/P - Erection of single/two storey office building.

Permission refused 7 January 2016.

The reason for refusal was for a cramped and overcrowded form of back land development.

Pre-application

The pre-application scheme was presented to Croydon's Place Review Panel (PRP) in September 2017.

The main points are summarised as follows;

- Design is heading in the right direction and the reduction of the scale and bulk of the building from earlier iterations of the scheme is supported.
- The layout of the ground floor requires significant development. The applicant should avoid locating bedrooms and a single-aspect flats facing the street. The street-facing private gardens are also of concern.
- The visual appearance of the building should be simplified and the building be given its own unique identity distinct from the Morello development opposite e.g. more depth in the facades than the Morello development.
- There should be more fenestration in the rear elevation.
- Co-ordination is required with the designers of the emerging adjacent development.
- Refuse storage must be adequately contained.
- Northeastern elevation to the building is extended up to the boundary of the alleyway between Cherry Orchard Road and Oval Road to give the alleyway more of a defined frontage.

- The design, condition and natural surveillance of the adjoining alleyway to the development should be substantially improved.
- The neighbouring derelict southern site to the development should be included within the development which could play a key role in improving the visual appearance of the alleyway.
- The landscape design requires substantial development including a Sustainable Urban Drainage strategy.
- 50% of the parking to be 'passive provision'.
- SuDS incorporate into the landscaping
- Thin strips of soft-landscaping between the front gardens and the road require further justification - high risk that planting could attract litter and be challenging to maintain due to the development being north-facing
- Discouraging Anti-Social Behaviour by providing more overlooking within the development
- The provision of soft landscaping within the scheme that is visible from the neighbouring school will improve the visual amenity of the school which has a deficit of soft landscaping
- Bus Stop - request the advice of Croydon Highways Services and TfL Bus Division regarding the location of a bus stop very close to the proposed refuse store

4 RELEVANT PLANNING POLICIES AND GUIDANCE

4.1 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 2018 and the South London Waste Plan 2012.

4.2 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.

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

4.4 Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.6 Play and informal recreation facilities
- 3.7 Large residential developments
- 3.8 Housing choice

- 3.9 Mixed and balanced communities
- 3.10 Definition of affordable housing
- 3.12 Negotiating affordable housing
- 3.13 Affordable Housing thresholds
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.5 Decentralised Energy Networks
- 5.6 Decentralised energy in development proposals
- 5.7 Renewable energy
- 5.9 Overheating and cooling
- 5.10 Urban greening
- 5.11 Green roofs and development site environs
- 5.13 Sustainable drainage
- 5.15 Water use and supplies
- 5.21 Contaminated land
- 6.3 Effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing traffic flow and tackling congestion
- 6.12 Road Network Capacity
- 6.13 Parking
- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public realm
- 7.6 Architecture
- 7.7 Tall and large buildings
- 7.14 Improving Air Quality
- 7.15 Reducing and managing noise
- 7.21 Trees and Woodland
- 8.2 Planning obligations
- 8.3 Community infrastructure levy

4.5 Croydon Local Plan 2018

- SP1.1 Sustainable Development
- SP1.2 Place making
- SP1.3/SP1.4 Growth
- SP2.2 Quantities and locations
- SP2.3-2.6 Affordable Homes
- SP2.7 Mix of Homes by Size
- SP2.8 Quality and standards
- DM1.1 Provision of 3 or more beds
- SP4.1-4.3 Urban Design and Local Character
- SP4.4 Croydon Opportunity Area
- SP4.5/SP4.6 Tall Buildings
- SP4.7-4.10 Public Realm
- SP4.12-13 Character, Conservation and Heritage
- DM13 Refuse and recycling

- DM14 Public art
- DM15 Tall and large buildings
- DM16.1 Promoting healthy communities
- SP6.1 Environment and Climate Change
- SP6.2 Energy and CO2 Reduction
- SP6.3 Sustainable Design and Construction
- SP6.4 Flooding
- DM23 Development and construction
- DM24 Land contamination
- DM25.1 Flooding
- DM25.2 Flood resilience
- DM25.3 Sustainable drainage systems
- SP7.4 Biodiversity
- DM27 Protecting and enhancing our biodiversity
- DM28 Trees
- SP8.3-8.4 Development and Accessibility
- SP8.6 Sustainable Travel Choice – pedestrians
- SP8.12/SP8.13 Motor Vehicle Transportation
- SP8.15/16/17 Parking
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development
- DM38.1 Croydon Opportunity Area – enable development opportunities
- DM38.2 Croydon Opportunity Area – positively transform
- DM38.4 Edge Areas
- DM38.7 Site allocations (No.50)

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. The emerging London Plan has been published for public consultation (1 December 2017 – 2 March 2018). Given the stage of preparation the policies within the emerging London Plan are given no weight.

4.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Play and Informal Recreation SPG
- Accessible London: Achieving an Inclusive Environment SPG
- Affordable Housing And Viability Supplementary Planning Guidance 2017 (August 2017)
- Croydon Opportunity Area Planning Framework (adopted by the Mayor and Croydon)
- SPD 3 – Designing for Community Safety
- SPG Note 10 – Designing for Accessibility
- SPG Note 12 – Landscape Design
- SPG Note 17 – Sustainable Surface Water Drainage
- SPG Note 18 – Sustainable Water Usage

5 MATERIAL PLANNING CONSIDERATIONS

5.1 The main planning issues raised by the development that the committee should be aware of are:

1. Principle of the proposed development
2. Townscape and Design
3. Acceptability of Proposed Housing typology and Living Conditions for Future Occupiers
4. The impact on adjacent occupiers
5. The impact on highway and parking conditions in the locality
6. The environmental impact and sustainability of the development
7. Other planning matters

Principle of the proposed development

5.2 The existing allocation of the site in the Croydon Local Plan 2018 is for a residential development, proposal site number 50, with an indication of 50-80 units on the site. The principle of a residential land use is therefore acceptable.

Townscape and Design

Layout

5.3 Given the planning history, current building coverage and size of the plot it is clearly a site capable of accommodating a significant development. It is located within the Croydon Opportunity Area (although not within Croydon Metropolitan Centre). Furthermore the site is clearly within a zone of transition between higher density “central” developments and the suburb of Addiscombe.

5.4 The proposal is mindful and helps to reinforce the character of the area by referencing and reflecting the Galaxy House scheme on the opposing side of the road, with two blocks and a linking section, but also distinct by way of a smaller scale and suitably addressing the transitional nature of this site and the adjoining alleyway. The building line would be set back from the existing arrangement to allow a small amount of landscaping between the footpath and the building, however, this is tight in some places, particularly at the ends of the site and an improvement along the whole frontage should be explored. Some trees are shown along the front of the site, but further detail is required to establish the exact location (inside or outside the site), whether they have enough space to grow and whether there is sufficient passing room on the pavement. These trees are also in close proximity to the building which could have an impact on the outlook for occupiers. The layout does, however, provide for an attractive and welcoming street scene which is an improvement on the industrial sheds currently in situ. PRP suggest building up to the alleyway, although they also suggest increasing landscaping within the site that is visible from the school. The current layout provides some relief and landscaping adjacent to the alleyway and therefore officers are comfortable with the position of this part of the building. The scheme also seeks to open up and front onto the adjacent public footpath which would increase natural surveillance and security to this area and is supported by officers.

5.5 The layout also leaves room for an extensive amount of shared amenity space to the rear, along with associated car parking and cycle storage areas.

- 5.6 The layout also creates a number of rooms within close proximity to the flank boundaries, however, the building layout has been recently re-designed so that all the main room windows face to the front and rear, meaning that the secondary flank windows could be obscure glazed. This would protect the potential for any future development on neighbouring land.

Scale, Height, Massing

- 5.7 During the course of the pre-application discussion the footprint has been reduced along with the massing and height, particularly to the rear of the building. The proposal currently has 6 floors of similar layout. At the seventh storey level the building is reduced in massing and a separation between the two sides is made. The building also only steps up to eight storeys on the western side. This undulating arrangement works to bridge the transition between two varied character areas; particularly with regards to its form and massing and results in a scheme that does not encroach a 25 degree line from the ground floor windows on the Oval Road houses. At its nearest point the main building is 37m from the houses on Oval Road and 13m from the rear boundary.
- 5.8 As identified above the site is in a key transitional zone between a low rise residential neighbourhood, and a much denser, high rise character. Since the 5/6 storey approval on the site a number of much taller and larger developments have been approved and implemented adjacent to and opposing the site. These have dramatically changed the character of the area and the current proposal works well in this context.
- 5.9 In terms of density the site is located in an area of high public transport accessibility. The London Plan seeks a density range of between 650 to 1,100hrh. The proposal achieves a density of 843hrh which falls within the range.

Appearance

- 5.10 During pre-application the material palette has been refined to simplify the building so that it reflects the character of surrounding built form. The principle of two tones of brick and a lightweight anodised metal set back at top floor is supported, however, further samples to ensure the quality of material would be required.

Connectivity

- 5.11 It is expected that the public realm is improved, both in terms of the footpath to the front of the site (with the inclusion of trees), and the adjoining alley – other than trees public realm improvements are not shown on the plans. Officers suggested to the applicant during pre-application discussions that the adjoining footpath (which connects Cherry Orchard Road and Oval Road), which is in a poor state of repair, should be improved. An exploration of possible improvements to sightlines (there is a blind spot in the middle of the path), lighting and the footway itself should be explored, ideally for the whole length of the footway, but at the least adjoining the site. The PRP comments suggest incorporating further land to the south into the development site, which could allow for the alleyway 'kink' to be removed, however, there is an added complication that this land is classed as 'employment' with a recent application (14/00470/P) refused for its change of use to residential. Nonetheless it is understood that the applicant is investigating all options in relation to this alleyway.

Acceptability of Proposed Housing typology and Living Conditions for Future Occupiers

- 5.12 Croydon Local Plan 2018 policy SP2.7 sets a strategic target for 30% of all new homes up to 2036 to have three or more bedrooms, but allows for setting preferred mixes on individual sites via table 4.1. Applying table 4.1 to this site (urban setting with a PTAL of 4, 5, 6a or 6b) shows a requirement of 10% 3+ bedrooms units. The site is also located within the 'New Town and East Croydon' area where a minimum of 10% is sought.
- 5.13 The submitted plans state that the building would accommodate over 10% 3+ bed units with a good mix of studio, one and two beds (outlined in the table below), which is supported.

Type	No./%
Studios	6 / 6.4%
1 bed 2 person	31 / 33%
2 bed 3 person	29 / 30.9%
2 bed 4 person	18 / 19.1%
3 bed 4 person	10 / 10.6%

- 5.14 Housing should cater for residents' changing needs over their lifetime and contribute to creating sustainable communities. Individual units will be expected to meet the standards set out in the London Housing SPG. Supporting information states that 10% of units would need to be wheelchair accessible and 90% adaptable, which is supported.
- 5.15 The Housing SPG and national standards have minimum floor areas for differing dwelling types. All the units comply with the prescribed minimum floor areas and meet the minimum private amenity space relevant to the unit size.
- 5.16 The London Housing SPG seeks to minimise the number of single-aspect units in schemes and indicates that north-facing single aspect units would not be acceptable. The majority of the flats are acceptable, however, there are a few that face in a northwards directions in the central part of the proposal that although dual aspect have one minimal side of outlook (e.g. unit 10). Any improvements to outlook and light would be welcomed. Given this arrangement internal daylight adequacy analysis should be submitted to illustrate that all habitable rooms within the development proposals will comfortably achieve the minimum target ADF values set by the BRE Guidance.
- 5.17 The PRP raised a concern with the layout of the ground floor, suggesting to avoid locating bedrooms and single-aspect flats facing the street. They also raised concern regarding the street-facing private gardens. These concerns were mainly around privacy and suggested duplex apartments in this location. The latest designs show three of the four frontage properties are dual aspect thereby allowing a greater degree of privacy. It is acknowledged that duplex units would improve privacy, but this would have a knock on effect on unit numbers and therefore viability. The applicant could

explore improving privacy to these units, possibly by increasing the space to the front, but should avoid screening.

- 5.18 An area for outdoor play space within the development has been identified and should meet the London Plan Play and Informal Recreation SPG and Croydon Local Plan 2018 policy DM10.4. These will be based on the potential child yield of the final submission.
- 5.19 The impact of noise on residential amenity will need to be considered, especially as Cherry Orchard Road is a busy route. The applicant will need to demonstrate how internal areas and balconies achieve an acceptable standard, accordingly a noise and vibration assessment is expected with any future application.

Affordable Housing

- 5.20 The London Housing SPG Homes for Londoners Affordable Housing and Viability is relevant. This SPG does not and cannot set a fixed affordable housing requirement. Instead it provides a framework for delivering the maximum reasonable amount of affordable housing in the context of current London Plan Policies. This SPG introduces a 'threshold approach', whereby schemes meeting or exceeding 35 per cent affordable housing can follow a 'Fast Track Route'. This means applicants are not required to submit viability information at the application stage, but are subject to review mechanisms. Schemes that do not meet this threshold are required to follow a 'Viability Tested Route', review mechanisms are also applied.
- 5.21 Policy SP2.4 of the Croydon Local Plan 2018 seeks to negotiate to achieve up to 50% affordable housing, subject to viability. Seeks a 60:40 ratio between affordable rented homes and intermediate (including starter) homes unless there is agreement that a different tenure split is justified (a minimum of three Registered Providers should be approached before the Council will consider applying this policy). The policy also requires a minimum provision of affordable housing as set out in policy SP2.5.
- 5.22 Policy 2.5 of the Croydon Local Plan 2018 requires a minimum provision of affordable housing to be provided either:
- a) Preferably as a minimum level of 30% affordable housing on the same site as the proposed development or, if 30% on site provision is not viable;
 - b) If the site is in the Croydon Opportunity Area or a District Centre, as a minimum level of 15% affordable housing on the same site as the proposed development plus the simultaneous delivery of the equivalent of 15% affordable housing on a donor site with a prior planning permission in addition to that site's own requirement. If the site is in the Croydon Opportunity Area, the donor site must be located within either the Croydon Opportunity Area or one of the neighbouring Places of Addiscombe, Broad Green & Selhurst, South Croydon or Waddon. If the site is in a District Centre, the donor site must be located within the same Place as the District Centre; or
 - c) As a minimum level of 15% affordable housing on the same site as the proposed development, plus a Review Mechanism entered into for the remaining affordable housing (up to the equivalent of 50% overall provision through a commuted sum based on a review of actual sales values and build costs of completed units) provided 30% on-site provision is not viable, construction costs are not in the upper quartile and, in

the case of developments in the Croydon Opportunity Area or District Centres, there is no suitable donor site.

- 5.23 As part of the pre-application process detailed discussions regarding the provision of affordable housing have been on going. In fact the applicant has submitted a financial viability assessment at this early stage which has been independently assessed.
- 5.24 The applicant originally proposed 15% affordable housing with a 60:40 split (affordable rented homes / intermediate). Following discussions this has now been increased to 19% with a 60:40 split. These discussions need to be continued to ensure that the development provides the maximum reasonable amount of affordable housing on site.

The impact on adjacent occupiers

- 5.25 Since the previous permission was granted the Galaxy House site to the north has been constructed and the adjoining Morello site has an implemented consent. Ark Oval school has also been developed, although the closest part of the building, the kitchen/dining hall, has stayed a similar size.
- 5.26 Although a couple of storeys shorter, the previous permission finished a similar depth into the site, just beyond halfway back. Prior to the PRP there were a limited number of windows on the rear elevation and two large areas of green walls. However, since the PRP did not consider potential overlooking to be an issue (given the distances) the green walls have been removed and further fenestration added to make the most of the south elevation. The proposal and houses on Oval Road are separated by 37m-55m from the rear elevation, which is also at least 13m from the rear boundary at its shortest distance. This is a significant distance and should mitigate against harmful overlooking and loss of privacy. Furthermore, the large warehouse buildings that currently abut the end of the gardens would be removed allowing for an improved shorter outlook. However, given the relationship of the existing buildings and the boundaries further information will be required to establish exactly how the boundaries will be screened.
- 5.27 The built form steps away from the Morello site and there are no main windows that face directly towards it. On this basis the amenities of future neighbouring occupiers should be protected.
- 5.28 To the east of the site is Ark Oval Primary school, due to the nature of the use no harmful loss of privacy/overlooking is envisaged.
- 5.29 Occupiers of Galaxy House are well removed and separated by a road, as such no harmful overlooking or loss of privacy is envisaged.
- 5.30 Given the size and scale of the proposed buildings a daylight and sunlight assessment based on the BRE guidelines will be required to clearly demonstrate that the effect of the development on all adjoining occupiers will be acceptable.
- 5.31 The proposal has a large outdoor space to the rear at ground level with an identified spaces for play. Four 'future' parking spaces have been incorporated into the landscaping providing a softer transition from the parking to outdoor space.

The impact on highway and parking conditions in the locality

- 5.32 The site is located in an area with a PTAL of 6b, which is excellent being in close proximity to East Croydon transport interchange and all the services and facilities offered by Croydon Town Centre.
- 5.33 The site is therefore suitable for car free development with the exception of disabled parking spaces. Given the accessibility of the site the proposed provision of 5 disabled parking spaces and 4 'future' disabled spaces is acceptable in principle, subject to a condition that the passive disabled spaces are brought into use when demand requires. However, the current layout of these spaces does not work. Space 6 and space 7 are unacceptable as the side strip is partially obstructed by the cycle store.
- 5.34 Space 2 will rely on the carriageway adjacent to provide side strip for disabled users and it is acceptable for side strips to be shared on other spaces, although it is preferable if there is a strip to each side. If this can be achieved it would be welcomed. There is, however, sufficient space for vehicles to turn in relation to all spaces.
- 5.35 The London Plan and Croydon Local Plan 2018 standard on car clubs is 1 parking space plus additional spaces at a rate of 1 space for every 20 spaces. On this basis that would equal 5 car club vehicles. However, given the high PTAL location it is reasonable for the development to be car free and also reasonable to reduce the anticipated number of car club vehicles.
- 5.36 The sites strategic location makes it ideal for hosting a car club car for use by the wider car club membership and on-street space in the vicinity is at a premium. On this basis having 2 bays on-site rather than one is vital and should be achievable, possibly with a second car club bay next to the first one shown. This would also allow it to be easily accessible by the public as the spaces would remain in front of the security barrier to the side of the site. The provision of car club spaces would need to be secured by a legal agreement.
- 5.37 The London Plan requires Electric Vehicle Charging Points (EVCP) in accordance with the standards. This would result in EVCP for 50% of the disabled spaces and the car club space. The Croydon Local Plan 2018 requires EVCP for half of car club spaces and free installation of a charging point to be provided for other spaces should a future occupier require it. On that basis the remaining disabled spaces should be provided with passive provision.
- 5.38 The site is within a controlled parking zone and a legal agreement should be entered into preventing residents of the development from applying for on-street parking permits.
- 5.39 The proposed location of the vehicular access is acceptable given that there is a centre refuge in Cherry Orchard Road to the west that enables suitable sight lines of 2.4m x 43.0m to be provided. The existing redundant crossovers will need to be reinstated to footway at the applicant's expense.
- 5.40 In order to provide for pedestrian safety visibility splays should be provided to either side of the vehicular access, within the application site, and with no obstruction over 0.6m in height. This should be clearly demonstrated on future plans.
- 5.41 A number of cycle storage areas are indicated. In order to comply with the standards set out in the London Plan and based on the proposed unit mix indicated on the ground

floor plan a total of 151 long stay (1 space per studio/1 bedroom and 2 spaces for all other dwellings) and 2 or 3 short stay spaces (1 per 40 units) should be provided. The storage areas should provide charging points for electric cycles. Given the large swathes of storage areas and the tension it creates with parking spaces and the visual impact on the landscaping officers would support a similar strategy to that of the disabled spaces with some of the allocation made by 'passive areas' that could be used if demand required it. Any area would still need to be dedicated in case the whole capacity was required and should not compromise the parking spaces.

- 5.42 Currently the sets of cycle parking spaces by the 'passive' parking bays abut each other too closely, it does not appear that the bicycles could be manoeuvred around the parked cars if these bays went live. Additionally one of the suggested blue badge bays, no. 6, is overlapped by the proposed cycle parking, which is not acceptable. The set of 12 cycle parking space (bottom left) are probably un-usable, a form of cycle swept path diagram to show what could be accessed would be needed. Double-height bike racks in one or more of the proposed locations may also reduce the footprint of the bike parking.
- 5.43 Bin stores are located fronting onto Cherry Orchard Road with the access being to either side of the bus stop. This is considered acceptable.
- 5.44 No on-site servicing is proposed. The application will require a Delivery Service Plan (DSP) and depending on the information provided will determine the need for on-site servicing requirements. Cherry Orchard Road is wide at this point but has 2 bus stops outside and opposite the site, which could impact on the ability to service from the street. The DSP will need to specify numbers and types of vehicles and provide details of how they will be managed to avoid stacking of vehicles and restrict deliveries to off-peak hours only.
- 5.45 As part of a Travel Plan residents of the development should be provided with 3 years membership of the car club.
- 5.46 In terms of the bus stop TfL Buses will be consulted at application stage, however, the applicant has the option discuss the proposal with them prior to submission through TfL's own pre-application service.

Impact on Trees

- 5.47 Trees of value should be retained and where loss is unavoidable, they should be replaced with high quality trees in the correct location. Moreover, the loss of trees of value should only be accepted where a development will bring significant regenerative benefits.
- 5.48 There are two existing trees both on the western boundary at the front and rear that appear to be out of the site, but with branches overhanging. A close inspection of the tree to the rear has not been possible at this stage, however, it shows good visual amenity and its retention is sought. Four new trees are shown spread along the frontage. Whilst this arrangement may be acceptable in principle concern is raised with regard to the amount of space the trees have to grow, particularly given the proximity of the building.
- 5.49 A full arboricultural assessment will be needed in order to consider the loss and standard of replacement trees and green spaces, which could deliver extensive

improvements across the sites, substantially improving the locality and setting of the street scene.

The environmental impact and sustainability of the development

5.50 New development should make the fullest contribution to minimising carbon dioxide emissions and should incorporate on site renewable energy generation. Zero carbon is sought for the 2016-2031 period. A detailed sustainability strategy has not yet been confirmed. The applicant should seek to meet the above policy requirements in this regard.

5.51 Full discussions in relation to air quality, overheating, surface water drainage, micro climate, lighting impacts, flooding impacts and daylight/sunlight have yet to be held, but the developer is aware of the relevant policy requirements. To establish the environmental impact on the surrounding area the subsequent application must be accompanied by a detailed Flood Risk Assessment, Sustainable Urban Drainage Strategy, Air Quality Assessment, Micro-climate Wind assessment and a Daylight/Sunlight study.

5.52 To future proof the development provision should be within the buildings to allow connection to any future Croydon District Heating Network.

Other Planning Matters

5.53 Consideration will need to be given as to the requirement for any planning obligations required to mitigate the impact of the development.

6 SPECIFIC FEEDBACK REQUESTS

6.1 Member expectations in dealing with

- Views of members on the design of the scheme (siting, scale, mass, materials), particularly the layout and position of the northeast elevation in relation to the alleyway.
- Guidance on the extent of public realm improvements sought
- Impact of the development on the residential amenities of neighbours – particularly overlooking to the rear.
- The provision of affordable housing and proposed level
- Relationship of ground floor units and the street
- Guidance on the use of 'passive parking' in the level of car parking provision.

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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 or Resident Association and none of the person(s)/organisation(s) or their representative(s) have registered their attendance at the Town Hall in accordance with the Council's Constitution (paragraph 3.8 of Part 4K – Planning and Planning Sub-Committee Procedure Rules) the item will be reverted to the Director of Planning and Strategic Transport to deal with under delegated powers and not be considered by the committee.
- 1.4 The following information and advice applies to all reports in this part of the agenda.

2 MATERIAL PLANNING CONSIDERATIONS

- 2.1 The Committee is required to consider planning applications against the development plan and other material planning considerations.
- 2.2 The development plan is:
 - the London Plan (consolidated with Alterations since 2011)
 - the Croydon Local Plan (February 2018)
 - the South London Waste Plan (March 2012)
- 2.3 Decisions must be taken in accordance with section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004. Section 70(2) of the Town and Country Planning Act 1990 requires the Committee to have regard to the provisions of the Development Plan, so far as material to the application; any local finance considerations, so far as material to the application; and any other material considerations. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Committee to make its determination in accordance with the Development Plan unless material planning considerations support a different decision being taken. Whilst third party representations are regarded as material planning considerations (assuming that they raise town planning matters) the primary consideration, irrespective of the number of third party representations received, remains the extent to which planning proposals comply with the Development Plan.
- 2.4 Under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant planning permission for development which affects listed buildings or their settings, the local planning authority must have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest it possesses.

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

3 **ROLE OF THE COMMITTEE MEMBERS**

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

4. **THE ROLE OF THE CHAIR**

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

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

5. PROVISION OF INFRASTRUCTURE

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

6. FURTHER INFORMATION

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

7. PUBLIC SPEAKING

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

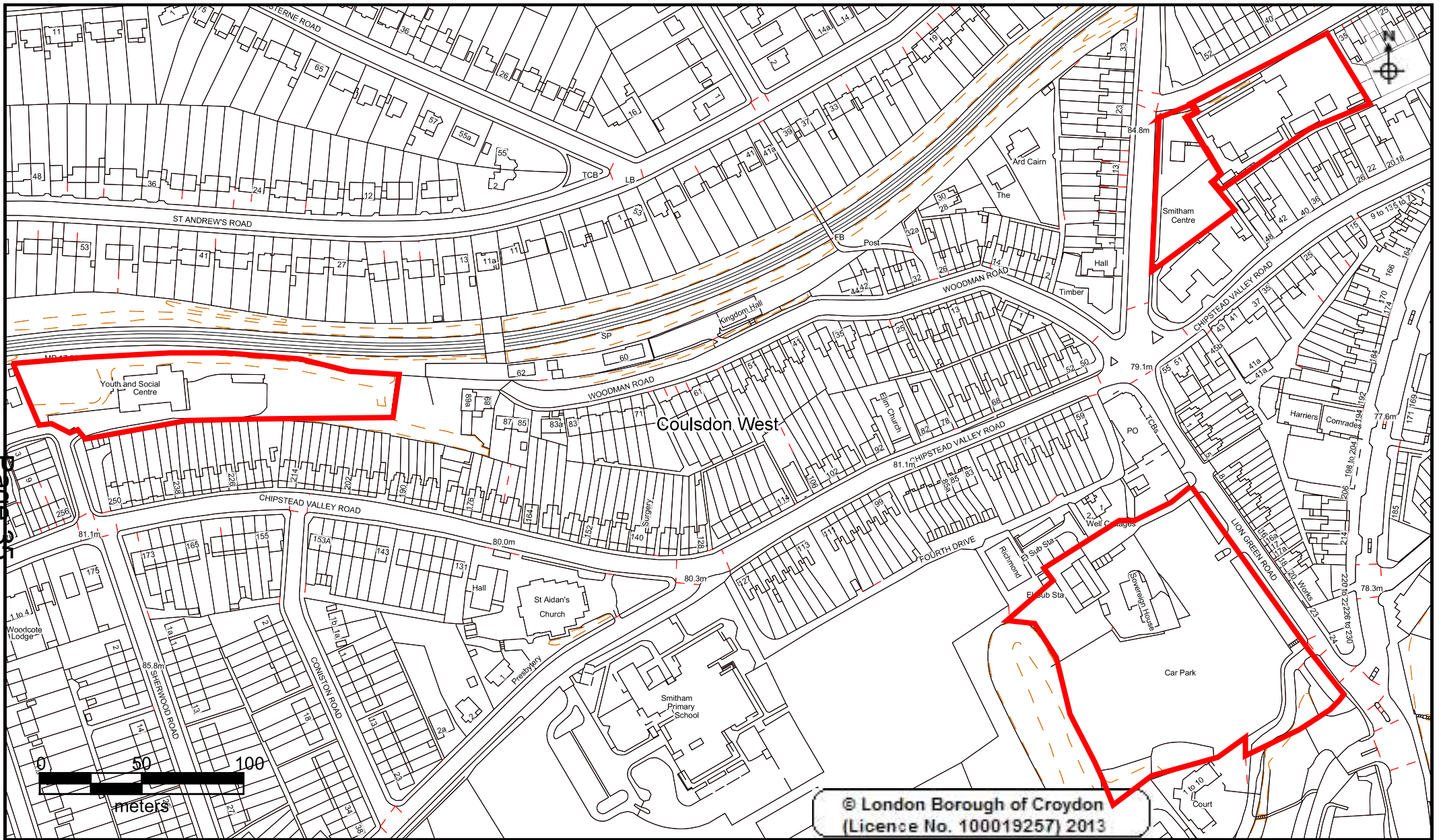
8. BACKGROUND DOCUMENTS

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

9. RECOMMENDATION

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

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PART 6: Planning Applications for Decision

Item 6.0

1. APPLICATION DETAILS – ITEMS 6.1, 6.2, 6.3 AND 6.4

1.1 This overview report seeks to avoid duplication within the individual reports and covers tranche-wide issues of use, phasing and cumulative impact (highways and car parking). This report has been arranged in accordance with the following sections:

Section 1: Application details

Section 2: Relevant planning policies and guidance

Section 3: Uses

Section 4: Phasing

Section 5: Cumulative traffic impact

1.2 It is imperative that Members digest the details contained within this report and preferably, before reading the individual scheme reports (Items 6.1-6.4).

1.3 Items 6.1, 6.2, 6.3 and 6.4 form of a tranche of Brick by Brick applications within Coulsdon which are interlinked. These are:

- **Item 6.1: Car Park at Lion Green Road (LBC Ref 17/06297/FUL)**
Redevelopment of site to provide 5 x five, six, seven storey buildings providing 96 one bedroom, 42 two-bedroom and 19 three bedroom flats; provision of vehicular access, residential and town centre car parking spaces, hard and soft landscaping works and new private and public amenity space.
- **Item 6.2: New Community Facility (anticipated as NHS Health Centre), Land to west of 41 Malcolm Road (LBC Ref 17/06218/OUT)**
Demolition of outbuilding and erection of three storey building for non-residential use (Use Class D1) together with a new access from Woodcote Grove Road, in lieu of the emerging site designation related to the linked scheme at Lion Green Road.
- **Item 6.3: Former CALAT Site, 41 Malcolm Road (LBC Ref 17/06217/FUL)**
Partial demolition and reconfiguration of the existing building, including the erection of a new multi-purpose function hall together with car parking, landscaping and other associated works to accommodate the relocated Coulsdon Community Centre (CCC).
- **Item 6.4 Coulsdon Community Centre (CCC), Barrie Close (LBC Ref 17/06216/FUL)**
Demolition of existing community centre and erection of 33 residential units comprising 4 one-bedroom flats, 12 two bedroom flats and 17 three bedroom

houses, together with provision of car parking, landscaping and other associated works.

2. RELEVANT PLANNING POLICIES AND GUIDANCE

2.1 Rather than repeat this section within each of the following reports, the below provides the relevant planning policies and guidance relevant to each scheme.

2.2 In determining any planning application, the Council is required to have regard to the provisions of the Development Plan in so far as it is material to the application and to any other material considerations. 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 adopted February 2018 and the South London Waste Plan 2012.

2.3 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 several 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.

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

2.5 Consolidated London Plan 2015

- 3.1 Ensuring equal life chances for all
- 3.2 Improving health and addressing health inadequacies
- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.7 Large residential developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 3.10 Definition of affordable housing
- 3.11 Affordable housing targets
- 3.12 Negotiating affordable housing
- 3.13 Affordable Housing thresholds
- 3.16 Protection and enhancement of social infrastructure
- 3.17 Health and social care facilities
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction

- 5.4 Retrofitting
- 5.7 Renewable energy
- 5.9 Overheating and cooling
- 5.10 Urban greening
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.14 Water quality and wastewater infrastructure
- 5.15 Water use and supplies
- 5.16 Waste net self sufficiency
- 5.18 Construction, Demolition and excavation waste
- 5.21 Contaminated land
- 6.1 Strategic Approach
- 6.3 Effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing traffic flow and tackling congestion
- 6.12 Road Network Capacity
- 6.13 Parking
- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public realm
- 7.6 Architecture
- 7.7 Tall and large buildings
- 7.8 Heritage assets
- 7.9 Heritage led regeneration
- 7.13 Safety, Security and resilience to emergency
- 7.14 Improving Air Quality
- 7.15 Reducing and managing noise
- 7.19 Biodiversity and access to nature
- 7.21 Trees and Woodland
- 8.2 Planning obligations
- 8.3 Community infrastructure levy

2.6 Croydon Local Plan (adopted February 2018)

- SP2 – Homes
- DM1 – Housing choice for sustainable communities
- DM4 – Development in Croydon Metro Centre, District and Local Centres
- SP4 – Urban Design and Local Character
- DM10 – Design and character
- DM13 – Refuse and recycling
- DM14 – Public Art
- DM15 – Tall and large buildings
- DM16 – Promoting Healthy Communities
- DM17 – Views and landmarks
- DM18 – Heritage assets and conservation

- SP5 – Community Facilities
- DM19 – Providing and protecting community facilities
- SP6 – Environment and Climate Change
- DM23 – Development and construction
- DM24 – Land contamination
- DM25 – Sustainable drainage systems and reducing flood risk
- SP7 – Green Grid
- DM27 – Biodiversity
- DM28 – Trees
- SP8 – Transport and Communications
- DM29 – Promoting sustainable travel and reducing congestion
- DM30 – Car and cycle parking in new development
- DM37 – Coulsdon

2.7 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG, March 2016
- Homes for Londoners: Affordable Housing and Viability SPG, August 2017
- National Technical Housing Standards, 2015
- National Planning Practice Guidance, 2014
- Play and Informal Recreation SPG
- Accessible London: Achieving an Inclusive Environment SPG
- Sustainable Design and Construction SPG
- Croydon Public Realm Design Guide, 2012
- SPG Note 3 – Designing for Community Safety
- SPG Note 10 – Designing for Accessibility
- SPG Note 12 – Landscape Design
- SPG Note 15 – Renewable Energy
- SPG Note 17 – Sustainable Surface Water Drainage
- SPG Note 18 – Sustainable Water Usage

3. USES

- 3.1 The four sites are reliant on each other to a certain extent, to allow the resolution of various policy issues across the various sites.
- 3.2 Given the location of the four sites and their relationship to the Coulsdon District Centre, under current policy, an increase in residential development is generally supported along with encouragement of community uses and the provision of adequate public car parking for Coulsdon.
- 3.3 On a tranche wide basis, these objectives can be achieved through the provision of a community hub at the former CALAT site, with the existing site occupied by the CCC providing residential accommodation. The Lion Green Road site proposes to re-provide the required public car parking as well as residential units.
- 3.4 The former CALAT site has been identified as a community hub and subject to the provision of a new theatre facility, the site would be able to accommodate the existing uses (with room for some expansion and adaptation).

- 3.4 The southwestern section of the former CALAT site (fronting Woodcote Grove Road) has been identified as a D1 Community facility and the NHS have expressed an interest for a purpose-built unit at this location, although precise details remain limited at this time. The need for the facility has been identified in the Lion Green Road site allocation and expressed by the NHS for additional primary care capacity in Coulsdon. The proposed scheme of circa 1,500 sqm would meet their space requirements and comply with the NHS strategy for location and nominal size. It would also provide the required patient access (transport and vehicular) and the proposed 3 floors would be in line with establish practice for this size of facility.
- 3.5 With the provision of the community hub on the CALAT, both the CCC and Lion Green Road sites can maximise their residential redevelopment potential; 33 and 157 residential units respectively (190 total) of which around 50% would be affordable.
- 3.6 The public car parking at the Lion Green Road site is a high priority for business and residents within Coulsdon. Consequently, the Lion Green Road proposals incorporate 116 public car parking spaces.
- 3.7 It is necessary that all four applications are determined at the same time, with a future legal agreement provided to ensure that specific aspects are delivered and controlled through the town planning process. The Lion Green Road scheme is a referable application to the London Mayor and will be subject to a Stage 2 process.

4. PHASING

- 4.1 In terms of delivery, the phasing of these schemes is important to ensure that the required uses are re-provided sequentially, to mitigate loss of community facilities and ensure that the development is delivered in a suitable and regenerative manner.
- 4.2 As such, the re-provision of the community uses from the CCC site will need to be secured at the former CALAT site prior to any works commencing on the residential redevelopment of the CCC site. Furthermore, the private residential units proposed for the CCC site should not be occupied until such time as the affordable housing has been substantially completed and made available.
- 4.3 Whilst works can commence on the Lion Green Road independently of the other three developments, there is a similar requirement to restrict private occupation of residential units until such time as affordable housing has been substantially completed and made available. The D1 community space (currently earmarked for NHS health related facilities) would need to be safeguarded for the foreseeable future, to ensure the NHS have a defined period within which to commit funding and secure reserved matters.
- 4.4 These phasing of development is envisaged as follows:
 - Phase 1: Re-providing the CCC community use at the former CALAT site

- Phase 2: Redevelopment of the Lion Green Road site (including affordable housing delivery)
- Phase 3: Provision of residential at CCC with the affordable delivery first
- Phase 4: Provision of the new D1 Community use (possible NHS healthcare facility) at site southwest of former CALAT site, ideally prior to completion of Lion Green Road

5. CUMULATIVE TRAFFIC IMPACT ACROSS THE FOUR SITES AND CAR PARKING ISSUES

- 5.1 Concerns have been raised in respect to the cumulative impact of the various proposals and in particular, the impact on the Chipstead Valley Road (B2032)/Woodman Road/Woodcote Grove Road (A237)/Lion Green Road (A237) junction. Respondents have been particularly concerned about the impact that these schemes would have on the junction, alongside other permitted schemes and schemes currently under construction (including Cane Hill).
- 5.2 An additional junction impact assessment has been undertaken to assess these cumulative impacts. Individually, transport assessments have concluded that the trip generation for each site would not have a detrimental impact on the operation or safety of the local highway network. Significantly, a revised junction assessment has been undertaken to consider the impact of the combined schemes against the existing flows at the junction, as well as the net impact of the schemes, compared to previous consented schemes.
- 5.3 As regards the existing traffic flows, the survey results indicate that the traffic flows along the A237 Woodcote Grove Road (south of Malcolm Road) are evenly distributed during the average weekday and Saturday peak hours, as are the traffic flows along the A237 Lion Green Road (north of Brighton Road). The eastbound traffic flows along Malcolm Road are higher than the westbound traffic flows during the average weekday and Saturday peak hours.
- 5.4 Taking the cumulative trip assessment of the proposals, the assessment highlights that the weekday AM Peak would have a net impact of 28 trips (two way) at the junction; with 32 weekday PM Peak and 23 on Saturday PM peak. The existing traffic flows at the junction have been used to assess the traffic impact of the proposed developments – which were obtained from the previous 2014 Lion Green Road Transport Assessment (which includes surveyed flows plus traffic associated with Cane Hill, Pinewood and Red Lion developments).
- 5.5 The results highlighted that the traffic impact on the junction would be minimal, with a maximum increase of 1.5% occurring during the PM peak hour. This increase in traffic generated by the proposed developments during the peak hours again falls well within the standard daily fluctuation of peak hour traffic movements and would not have a quantifiable impact at this junction.
- 5.6 The assessment further looks at the previous 2014 Lion Green Road TA and plots the impact of a) the previously consented supermarket scheme at Lion Green Road and b) the cumulative impact of the current BxB schemes. The figures for the consented scheme a) covered the previously proposed

supermarket store; Cane Hill; Pinewood and Red Lion developments while b) covered the BxB proposals but excluded the previously proposed supermarket element whilst retaining the Cane Hill; Pinewood and Red Lion developments.

- 5.7 The comparison between the consented schemes and the proposed schemes highlighted a reduction in vehicles during the weekday PM Peak and Saturday Peak hour passing through the junction. However, there was an increase of 7 vehicles during the weekday AM Peak hour which occurred along Chipstead Valley Road. Strategic Transport accepts that the 7 additional AM trips passing through the Chipstead Valley Road/Lion Green Road junction can be accommodated in view of the completed right turn pocket on the western arm of the Chipstead Valley Road for right turners entering Lion Green Road
- 5.8 A mitigation measure identified in the Cane Hill Transport Assessment was to increase the size of the right turning pocket from Chipstead Valley Road (western arm) onto Lion Green Road, which has now been completed. This improves the functioning of the junction during all peak hours.
- 5.9 The submitted TA confirms that the impact of the proposed developments on the junction would be minimal, compared to existing traffic from the 2014 figures, with a maximum increase of 1.5% occurring during the PM peak hour. It is noted there is slight increase in traffic generated in the AM peak by the proposed developments, but it falls well within the standard daily fluctuation of peak hour traffic movements and would not have a quantifiable impact.
- 5.10 The TRANSYT modelling outputs from Appendix M of the Lion Green Road Waitrose TA (Fig 1) shows a maximum degree of saturation for the full scheme and committed developments to be: 91% during the AM peak hour, 93% during the PM peak hour and 92% during the Saturday peak hour.
- 5.11 The submitted TA confirms that the BxB development proposals would have the same degree of saturation during the AM peak hour as the modelled outputs. However, the proposals would have a lower degree of saturation during the weekday PM and Saturday peak hours. This is due to the proposals having a lower level of traffic passing through the junction than the approved scheme during the PM and Sat peak hours.
- 5.12 Officers therefore accept that the proposals would not have a material increase on the percentage saturation levels identified in the 2014 Lion Green Road TA for the approved schemes.
- 5.13 Furthermore, benefits from Green Travel Plans and Sustainable Travel Information Pack for residents; community centre users and potential patients (as a planning condition) should facilitate reductions in car use and should therefore improve the functioning of the junction during the peak hours. Therefore, the traffic impact of the proposed schemes would be negligible.
- 5.14 Consideration of on street/on site car parking is a common theme across all these planning applications and there has been a strong push to retain a reasonable level of public car parking at Lion Green Road, in order to support the continued

viability and vitality of Coulsdon District Centre and to allow it to compete successfully with rival centres (located situated beyond the GLA boundary). The schemes propose a reduction in existing (albeit temporary) on-site car parking provision at the former CALAT site (to make way for the proposed NHS facility) and all proposals have assessed capacity for on street car parking which suggests that any further car parking pressure can be adequately accommodate on-street (albeit located a short distance from main commercial activities).



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PART 6: Planning Applications for Decision

Item 6.1

1 APPLICATION DETAILS

Ref: 17/06297/FUL
 Location: Land at Lion Green Road Car Park, Coulsdon CR5 2NL
 Ward: Coulsdon West
 Description: Redevelopment of site to provide 5 x five, six and seven storey buildings providing 157 units (96 one bedroom, 42 two bedroom and 19 three bedroom flats): provision of vehicular access, residential and town centre car parking spaces, hard and soft landscaping works and new private and public amenity space.
 Drawing Nos: A238-A-(00)-000; A238-A-(00)-001; A238-A-(00)-002; A238-A-(00)-021; A238-A-(00)-022; A238-A-(01)-020; A238-A-(01)-021; A238-A-(01)-022; A238-A-(01)-023; A238-A-(01)-030; A238-A-(01)-031; A238-A-Z1-(01)-101; A238-A-Z1-(01)-102; A238-A-Z1-(01)-103; A238-A-Z2-(01)-101; A238-A-Z2-(01)-102; A238-A-Z2-(01)-103; A238-A-Z2-(01)-104; A238-A-Z2-(01)-105; A238-A-Z3-(01)-101; A238-A-Z3-(01)-102; A238-A-Z3-(01)-103; A238-A-Z3-(01)-104; A238-A-Z3-(01)-105; A238-A-Z4-(01)-101; A238-A-Z4-(01)-102; A238-A-Z4-(01)-103; A238-A-Z4-(01)-104; A238-A-Z4-(01)-105; A238-A-Z4-(01)-106; A238-A-Z5-(01)-101; A238-A-Z5-(01)-102; A238-A-Z5-(01)-103; A238-A-Z1-(01)-201; A238-A-Z1-(01)-202; A238-A-Z1-(01)-203; A238-A-Z1-(01)-204; A238-A-Z2-(01)-201; A238-A-Z2-(01)-202; A238-A-Z2-(01)-203; A238-A-Z2-(01)-204; A238-A-Z3-(01)-201; A238-A-Z3-(01)-202; A238-A-Z3-(01)-203; A238-A-Z3-(01)-204; A238-A-Z4-(01)-201; A238-A-Z4-(01)-202; A238-A-Z4-(01)-203; A238-A-Z4-(01)-204; A238-A-Z5-(01)-201; A238-A-Z5-(01)-202; A238-A-Z5-(01)-203; A238-A-Z5-(01)-204; A238-A-Z1-(01)-301; A238-A-Z1-(01)-302; A238-A-Z2-(01)-301; A238-A-Z2-(01)-302; A238-A-Z3-(01)-301; A238-A-Z3-(01)-302; A238-A-Z4-(01)-301; A238-A-Z4-(01)-302; A238-A-Z5-(01)-301; A238-A-Z5-(01)-302; A238-A-(01)-401; A238-A-(01)-402; A238-A-(01)-403; A238-A-(01)-404; A238-A-(01)-405; A238-A-(01)-406 and revised A238-A-(01)-001 received on 9th March 2018.
 Applicant: Minal Goswami – Brick by Brick
 Agent: Peter Twemlow – DP9
 Case Officer: Robert Naylor

	1B 2P	2B 3P	2B 4P	3B 5P	TOTAL	%
AFFORDABLE	17 (AR) 30 (SO)	5 (AR) 6 (SO)	6 (AR) 5 (SO)	5 (AR) 5 (SO)	33 46	21% 29%
PRIVATE	49	9	11	9	78	50%
TOTAL	96	20	22	19	157	
FAMILY UNITS	61%	13%	14%	12%		

Number of car parking spaces	Number of cycle parking spaces
116 public car parking spaces 45 residential car parking spaces	220 long stay spaces and 4 short term spaces per block

- 1.1 This application is being reported to Planning Committee as the Ward Councillor (Cllr Mario Creatura) made representations in accordance with the Committee Consideration Criteria and requested Planning Committee consideration. Furthermore, objections above the threshold in the Committee Consideration Criteria have been received.

2 BACKGROUND

- 2.1 This scheme was presented to Planning Committee on the 30th November 2017 as part of the pre application process. The following comments were raised by the Planning Committee during these presentations:

- Importance of mixed and balanced communities
- Landscaping – is it public or private
- Archaeological surveys needed
- Impacts on Scheduled Ancient Monument
- Parking a real concern
- Tree planting encouraged
- Children’s play space required
- Potential for overlooking to Lion Green Road
- Soft landscaped edge interesting
- Welcomed the design
- 50% affordable support
- Challenge of residential vs parking
- Could more parking be provided on the site
- Lack of retail provision on the site
- Need for family units

- 2.2 The scheme was presented to the Place Review Panel on 27th October 2017. The PRP stated that the proposal was a fascinating scheme and it included beautifully formed buildings with high quality internal accommodation that could link Coulsdon District Centre to the greenbelt countryside nearby both visually and physically. However, the panel has several significant concerns about the scheme which mostly relate to the layout concept of placing pavilions within a publicly accessible landscape. These are summarised as follows:

- The landscape is likely to be expensive to maintain and this essential on-going cost needs to be planned for and maintainable in the long term
- The landscape might not be used by residents as anticipated by the applicant because of its publicly accessible nature and that it lacks clarity about what are semi-private or private spaces
- Given the site is publicly accessible, the landscape could attract anti-social behaviour which could add to the maintenance costs
- The landscape will require exquisite detailing and a commitment to long term care for the scheme to be a success. Both requirements will have real costs.
- The quantum of development is too large to achieve the desired intention of providing visual landscape permeability through the site and the panel is not convinced that there is space for all of the proposed trees to thrive
- The public car park is located too close to the residential blocks and landscaped spaces and requires a high quality boundary treatment between it and the residential development

- The development facing Lion Green Road should address the street and Coulsdon Town Centre more positively. In this location the pavilion forms should be adapted to a more urban form that would address the urban interface with the town. As a minimum, PRP considered that development addressing Lion Green Road should include more active uses at ground floor
- The ground-floors of the pavilions need to be carefully considered so as to integrate successfully in to the landscape, avoid producing poorly overlooked areas beneath the residential accommodation but provide an adequate sense of security for residents. It is recommended that a bespoke solution for each of the ground floors is required to situate each building successfully and to optimise the quality of the landscape spaces in between buildings.
- The rooftop design needs to be of a high quality as it will be visible from the surrounding hilltops
- Wheelchair and service access around the site should be shown on the plans
- Pedestrian access to the Cane Hill site and neighbouring countryside should be developed further and delivered as part of the scheme

3 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 3.1 The proposal will provide residential use, re-provision of public car parking facilities to retain the vitality and viability of the District Centre and will provide further community use (potentially a NHS health centre) on a donor site and is acceptable in terms of use, given the Lion Green Road allocation.
- 3.2 The development would provide 50% affordable housing which is the maximum reasonable level of affordable housing the development can afford albeit with an early stage review mechanism. Although the tenure mix would not be fully policy compliant the quantum of affordable units would not be sufficient grounds to warrant refusal of planning permission and therefore acceptable in this instance.
- 3.3 In relation to heritage assets, there will be no loss of significance or substantial harm and the identified the public benefits of the scheme would outweigh the scale of harm caused.
- 3.4 The bulk, height, layout and massing are acceptable and architectural expression in design and townscape impacts are acceptable.
- 3.5 The development would not have a detrimental impact on highway safety and parking demand can be accommodated on the surrounding road network.
- 3.6 Any impacts on neighbouring amenity can be mitigated through the provision of suitable conditions and are acceptable.
- 3.7 The living conditions provided for future residents would be acceptable.
- 3.8 A robust landscaping maintenance and management scheme can be secured which would mitigate loss of tree and the replacements can be secured by condition.
- 3.9 The scheme is acceptable in terms of sustainability and environmental impact.
- 3.10 Subject to conditions the scheme has been designed so that it suitably mitigates surface water and groundwater flooding, as well as incorporating sustainable urban drainage features.

4 RECOMMENDATION

- 4.1 That the Committee resolve to GRANT planning permission subject to:
- A. Any direction by the London Mayor pursuant to the Mayor of London Order
 - B. The prior completion of a legal agreement to secure the following planning obligations:
 - a) Early review of affordable housing if progress is not made within 2 years
 - b) Delivery of affordable housing in advance of private housing
 - c) Quantum and Tenure of Affordable Housing (50% - with a 44:56 tenure split in favour of shared ownership)
 - c) Improved links and signage to the Scheduled Ancient Monument
 - d) Tree reduction/removal on the Scheduled Ancient Monument
 - e) Retention of scheme architects
 - f) Provision of Travel Plan including monitoring
 - g) Local employment and training strategy
 - h) Car club spaces and membership
 - i) Restrictions on future residents obtaining parking permits
 - j) Air quality
 - k) Carbon offset payment
 - l) Landscape management and maintenance plan
 - m) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport
- 4.2 That the Director of Planning is delegated authority to negotiate the legal agreement indicated above.
- 4.3 That the Director of Planning is delegated authority to issue the planning permission and impose conditions [and informatives] to secure the following matters:
- 1) Development implemented in accordance with submitted drawings
 - 2) Details of materials to be submitted and approved
 - 3) The requirement to enter into Highways Agreement prior to commencement. With works completed prior to first occupation
 - 4) Detailed hard and soft landscaping maintenance/management plan
 - 5) Details of children's play space
 - 6) Details of lighting, CCTV and wayfinding
 - 7) Submission of Arb Method Statement
 - 8) Archaeological interest investigation
 - 9) Provision of SAM interpretation board within the site
 - 10) Accord with recommendations of Ecological Assessment
 - 11) EA Condition - Piling
 - 12) Details of Flood Risk Assessment and Drainage Strategy
 - 13) Water efficiency
 - 14) Sustainable development 35% carbon reduction
 - 15) Air Quality requirements
 - 16) Boilers/Energy/heating plant specifications
 - 17) Compliance with findings of Noise Assessment
 - 18) Noise standard for living rooms and bedrooms
 - 19) Noise from air handling units
 - 20) Details of mechanical ventilation equipment

- 21) Submission of low emissions strategy
- 22) Contamination - Site investigation - soil, water & gases
- 23) Car Parking Design and Management Plan (CPDMP)
- 24) Details submitted for ECVP; Disabled bays; Pedestrian routes; Cycle facilities; Refuse/Recycling; Sight lines;
- 25) Approval of sustainable travel strategy
- 26) Delivery and servicing management plan
- 27) Approval of Construction Logistics Plan
- 28) Development to commence within three years of the date of permission
- 29) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Requirement for Highway Licence and S.278 under the Highways Act
 - 2) Code of Practice on Construction Sites – ‘Control of Pollution and Noise from Demolition and Construction Sites’ and ‘The Control of dust and emissions from construction and demolition’.
 - 3) Historic England informatives
 - 4) Thames Water informatives
 - 5) Any [other] informative(s) considered necessary by the Director of Planning
- 4.4 That the Committee confirms that it has had special regard to the desirability of preserving the settings of listed buildings and features of special architectural or historic interest as required by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 4.5 That the Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

5 PROPOSAL AND LOCATION DETAILS

Proposal

- 5.1 The proposal is as follows:
- Demolition of Sovereign House the vacant hospital laundry building.
 - Replacement of the Lion Green Road car park with 116 public town centre car parking spaces
 - Erection of 5 pavilion buildings, making provision for 157 residential units
 - Block A – 7 storey containing 39 flats
 - Blocks B and D – 5 storey containing 27 and 25 flats respectively (52 across both blocks)
 - Blocks C and E – 6 storey containing 33 flats each (66 across both blocks)
 - 16 accessible units
 - Provision of 78 private and 79 affordable units (50% affordable housing)
 - 45 residential car parking spaces (including 16 disabled bays)
 - New vehicular access
 - Hard and soft landscaping works
 - New private and public amenity space

Site and Surroundings

- 5.2 The Lion Green Road site is situated to the south west side of Lion Green Road. The site is currently occupied by a Council owned public car park and Sovereign House. There are several trees within the site and there is a significant change of land levels. The PTAL is rates as 3 (moderate).
- 5.3 The site has been designated within the Croydon Local Plan for a mix of uses, including leisure, car parking and community facilities (No: 372).
- 5.4 To the north-east are two storey terrace houses, a car repair garage and a recent flatted development on the opposite side of Lion Green Road, at the corner of Brighton Road. Further to the north-east is Coulsdon Town Centre. To the south is an access road to Coulsdon Farm and a residential flatted block (Gilbert Court). Further south is the recent development at Cane Hill which is currently under construction (up to 677 units, with Phases 1 – 6 being built out). To the west is an earth embankment that once formed part of the Surrey Iron Railway, designated a Scheduled Ancient Monument.
- 5.5 Richmond Hall Scout Hut abuts the north-west corner of the site, along with an access road to the two storey properties fronting Chipstead Valley Road. Next to Richmond Hall to the west is Smitham Primary School. On the corner of Chipstead Valley Road is a post office and depot. Well Cottages are situated in Fourth Drive.
- 5.6 The site adjoins Metropolitan Green Belt which also covers the Surrey Iron Railway-Scheduled Ancient Monument. Smitham Primary School Playing Fields adjoins the scout hut building. Well Cottages are located within the Chipstead Valley Road Local Area of Special Character. The site is located within an Archaeological Priority Zone and is affected by two Local Views (LV3 of Cane Hill from Brighton Road and LV5 Portnalls Road to St Andrews Church). Lion Green Road is a Local Distributor Road. The site is also located within Flood Risk Zones 2 and 3 and within a surface water critical drainage area.
- 5.7 A Tree Preservation Order (TPO), 17 of 1972 covers Sovereign House, Lion Green Road and TPO 25 of 1993 covers trees adjoining the site relating to the Cane Hill site.

Planning History

- 5.8 Planning permission (LBC Ref 13/02178/P) was granted in July 2014 for the demolition of existing buildings and redevelopment of the site to provide a supermarket and health facility along with a new scout hut storage facility. The consent was never implemented and the permission expired in July 2017.
- 5.9 The scheme is more than 150 units, so an EIA screening opinion was undertaken. (LBC Ref 17/05542/ENVS) which confirmed that an Environmental Impact Assessment was not required.
- 5.10 Cane Hill (LBC Ref 13/02527/P) was granted for residential and commercial purposes and is under construction on site following approval of various reserved matters.

6 CONSULTATION RESPONSE

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

6.2 The following were consulted regarding the application:

6.3 **Greater London Authority/London Mayor Stage 1:** The GLA has indicated that the scheme does not comply with the London Plan and draft London Plan, suggesting that the following changes should be incorporated into the scheme:

- Land use principle: The proposed redevelopment of the site for residential use and an element of replacement town centre parking in Coulsdon District Centre is supported in line with London Plan policies but the quantum of town centre parking must be reduced.

[OFFICER COMMENT: It is considered that following wider feedback from local residents, businesses and a clear steer from Planning Committee (at pre application stage) that there is a level of demand for town centre car parking and whilst the level of retained car parking is kept to a minimum (124 spaces down to 116) the land take and organisation of the car park is designed to be as efficient as possible. The level of car parking is considered appropriate, balancing a high degree of retention but making the layout more efficient and being designed to sit comfortably yet distinctly separate to the wider residential portion of the site.]

- Affordable housing: 50% affordable housing on public land is strongly supported. The provision should be secured through a legal agreement, including an early review if an agreed level of progress is not made within 2 years.

[OFFICER COMMENT: This can be secured through a future legal agreement]

- Urban design: There are concerns with the unconventional design, specifically the long-term maintenance and management to ensure its success; a management plan must therefore be secured. Outstanding concerns regarding enhancing the sense of ownership, relationship between units and the car parking and awkward internal layouts.

[OFFICER COMMENT: The unconventional design has been reviewed by the applicants following the comments as regards the desire for more openings at the ground floor level. This suggestion was discounted given that it would be unable to provide level access given the topography with the units at ground floor providing the accessible units. Encouraging extensive private areas would have also acted against the design ethos of the landscape-first environment. A Maintenance/Management Plan will be secured via planning condition and potential legal agreement. This has always been the intent of the applicant and is seen as important to the success of the scheme. The relationship between the residential units, landscaping and car parking has been carefully designed.]

- Inclusive design: The proportion of accessible bays within the replacement town centre car park should be increased in line with London Plan.

[OFFICER COMMENT: This will form part of the Car Parking Design and Management Plan (CPDMP) which has been conditioned]

- Climate change: In order to meet the zero-carbon target for residential development, the applicant should maximise on-site carbon reductions before any remaining regulated CO₂ emissions are met through a contribution to the borough's offset fund which should be secured through legal agreement.

[OFFICER COMMENT: This can be secured through a future legal agreement]

- Transport: The number of car parking spaces must be reduced. EVCPs and Blue-badge spaces should be confirmed and secured. The CPZ restrictions, car club space and membership should be secured through the s106 agreement along with

the final Travel Plan. The car parking layout and design should be revised with a car parking design and management plan secured by condition along with a construction logistics plan and delivery and servicing plan for the application to be in accordance with the transport policies of the London Plan.

[OFFICER COMMENT: This can be secured conditions and a future legal agreement]

6.4 **Transport for London:** TfL have made the following comments:

- The trip generation is acceptable and unlikely to have a significant impact on the strategic road network.
- Levels of public car parking these should be reduced in line with the London Plan policy that seeks more sustainable travel, given that there is spare capacity in the surrounding area and considers that the peak period visits to Coulsdon could be made by more sustainable means.

[OFFICER COMMENT: There is a reduction in the number of car parking spaces from the current 124 to 116. The London Plan has no parking standards for public car parks, so levels of parking should be based on the TA in conjunction with paragraph 39 of the NPPF. The parking survey demonstrates the existing car park operates near to capacity from 10:00 to 15:00 across all survey days, reaching full capacity on both the Thursday and Sunday surveys at 12:00. Policy DM30d of the Croydon Local Plan 2018 only allows the loss of existing car parking spaces where it can be demonstrated there is no need for them by reference to occupancy rates at peak times. The TA demonstrates that there is need, which combined with the aspects raised above, confirms the level of public car parking (and loss of 8 spaces) is acceptable.]

- Residential car parking is acceptable subject to provision of disabled bays and Electric Vehicle Charging Points in accordance with London Plan
[OFFICER COMMENT: This has been included as a condition]
- Car Parking Design and Management Plan (CPDMP) should be provided as part of the scheme.
[OFFICER COMMENT: This has been included as a condition]
- Car club and restrictions on future residents obtaining parking permits should be incorporated in the S106 agreement.
[OFFICER COMMENT: This can be secured through the legal agreement]
- Increase in cycle parking [OFFICER COMMENT: The scheme has been revised to accommodate cycle parking internally within the ground floor of each Block, and further provision would impact on the overall design. Furthermore the provision is in excess of the London Plan Standards and is acceptable]
- Pedestrian Environment Review Survey (PERS) and Cycling Level of Service (CLoS) should be undertaken – Any improvements identified should be secured through s106/s278 agreements
[OFFICER COMMENT: The applicant has undertaken the PERS and CLoS and recommendations can be secured through legal agreement]
- Bus Stop Assessment should also be undertaken and any improvements identified secured through s106/s278 agreements:
[OFFICER COMMENT: This can be secured through the legal agreement]
- Construction Logistics Plan
[OFFICER COMMENT: This has been included as a condition]

- 6.5 **Environment Agency:** Have identified the site is located in an area of high sensitivity with respect to Controlled Waters. The EA have raised no objection to the proposed development subject to conditions.
[OFFICER COMMENT: These requirements can be captured through use of planning conditions]
- 6.6 **East Surrey Badger Protection Society:** Recommends that a badger survey is carried out.
[OFFICER COMMENT: These requirements can be captured through use of planning conditions]
- 5.5 **Lead Local Flood Authority:** Have raised no objection to the scheme subject to a suitable condition.
[OFFICER COMMENT: These requirements can be captured through use of planning conditions]
- 5.6 **Thames Water:** No objection subject to informative relating surface water drainage and connections to sewage.
[OFFICER COMMENT: These requirements can be captured through use of planning conditions]
- 5.7 **Historic England:** Indicated that the new development impacts the Scheduled Ancient Monument as a result of the increased height and overbearing nature of the new buildings reducing visibility from Lion Green Road and would dominate the embankment. Nevertheless Historic England supports the proposals, subject to securing heritage benefits to counter the harm caused to the setting of the Scheduled Monument by the new buildings, by increasing access to and understanding of the Surrey Iron Railway embankment.
[OFFICER COMMENT: These can be secured through a combination of conditions and the future legal agreement]
- 5.8 **GLAAS:** No objection subject to conditions. Previous trench evaluation was undertaken identified burial locations. The archaeological interest should therefore be conserved by attaching a condition providing a Written Scheme of Investigation.
[OFFICER COMMENT: These requirements can be captured through use of planning conditions]
- 5.9 **Reigate & Banstead Borough Council:** No objection raised however request that Surrey County Council as Highway Authority are consulted in order that the impact on the road network can be fully considered.
- 5.10 **Surrey County Council:** No comments raised

7 LOCAL REPRESENTATION

- 7.1 A total of 101 neighbouring properties were notified about the application and invited to comment. The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. The application has also been publicised in the local press. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 274 Objecting: 254 Supporting: 17 Comment: 3

7.2 The following local groups/societies made representations:

- Chipstead Residents Association (Objecting)
- Hooley Residents Associations (Objecting)
- Old Coulsdon Residents Association (Objecting)
- East Coulsdon Residents Association (Supporting)
- Hartley & District Residents Association (Supporting)

6.3 The following made representations:

- Councillor Mario Creatura [objecting]

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

Objections

- Lack of public parking
- Pressure on the local junctions
- Will cause grid lock
- School and rat running issues
- Loss of public parking
- Layout of the parking is not adequate
- TA assessment is inadequate
- Increasing congestion
- Underground car parking should be considered
- Lack of residential parking
- Public transport issues
- Overdevelopment – too dense
- Too tall
- Too many developments in the area e.g. Cane Hill
- Negative impact on the local businesses and economy
- Pressure on local services
- Wrong development in this area
- Loss of light, overlooking/loss of privacy
- Impact on flooding
- Impact on drainage and sewage
- Not in keeping with the Local Heritage (St Dunstons Cottages and Well Cottages)
- Impact on the SAM
- Loss of trees
- Lack of medical facilities (Doctors surgery's and dental practices)
- No gym or health facilities in Coulsdon
- Not sustainable
- Removes land from Scout Hut and Electricity substation and parking spaces
- Trains are already over crammed

Supporting comments

- Positive proposals
- High quality architectural design
- Optimising the use land

- Providing much needed affordable housing stock
- Providing the local community with a nearby medical centre
- Revitalisation of community centre/theatre.
- Improve the economy of the town centre
- Encourage the use of public transport.
- Opening up the Scheduled Ancient Monument
- Increasing access from Cane Hill

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

- Right to light issue for neighbouring buildings
[OFFICER COMMENT: This is a civil matter and not a material planning consideration]
- Desire for a double decked car park
[OFFICER COMMENT: this is not part of the application so is not for consideration. Notwithstanding, this is not something officers would support]

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

- No site notices
[OFFICER COMMENT: The application was advertised by direct neighbour notification, site notice and newspaper advert]
- Underhand tactic/Submission date/Lack of time to respond
[OFFICER COMMENT: The deadline for responses was extended by a further week given the submission at during the festive season]

8 MATERIAL PLANNING CONSIDERATIONS

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

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

Principle of the Proposed Development

8.5 Policy SP1.1 of the Croydon Local Plan 2018 states when considering development proposals, the Council will adopt a positive approach that reflects a presumption in favour of sustainable development. SP1.3 and SP1.4 encourage growth in homes, jobs and services in sustainable places. Policy SP2.1 states the Council will apply a presumption in favour of development of new homes provided applications meet the

requirements of policy. The Plan seeks to deliver 32,890 homes over the plan period (2016-2036).

- 8.6 Policy DM37 of the Croydon Local Plan 2018 allocates the Lion Green Road car park site for mixed use development comprising leisure, community facilities and retention of car parking spaces. Policy DM19 of the Croydon Local Plan 2018 states that the Council will permit the loss of existing community facilities where it can be demonstrated that there is no need for the existing premises or land for a community use and that it no longer has the ability to serve the needs of the community.
- 8.7 The scheme proposes the erection of five residential pavilions and the retention of public car parking facilities. As such and as a standalone application, the proposal is contrary to these policies as there are no community uses proposed on the site.
- 8.8 The scheme forms part of a range of BxB proposals within Coulsdon which are reliant on each other in terms of the range of uses. Item 6.2 for development of a D1 facility (intended to be a new health centre) on land west of 41 Malcolm Road (LBC Ref 17/06218/OUT) makes provision for the communities facilities identified within the Lion Green Road allocation.
- 8.9 Whilst the site allocation also included a leisure element, given the limited capacity of the site to deliver a reasonable level of new housing (with high levels of affordable housing) as well as retaining a reasonable level of public car-parking for the centre and providing enhanced health facilities, officers are satisfied that the site is not in a position to accommodate all identified uses. It is worth noting however that the proposed extensions to the former CALAT Centre are intended to accommodate badminton and other related indoor sporting opportunities.

Housing (Affordable Housing, Tenure and Mix)

- 8.10 The Croydon Local Plan 2018 Policy SP2.4 states that to deliver affordable housing on sites able to deliver ten or more dwellings, the Council will negotiate to achieve up to 50% affordable housing, subject to viability and seek a 60:40 ratio between affordable rented homes and intermediate (including starter homes). The policy goes on to say (Policy SP2.5) that the Council will require a minimum of 30% affordable housing on the same site as the proposed development or through other means (off site or via review mechanisms) if on site provision is not viable. Policy SP2.6 advises that the Council will only accept commuted sums in lieu of affordable housing in exceptional circumstances.
- 8.11 In terms of affordable housing, the scheme proposes 50% affordable housing (by habitable room) at a ratio of 44-56 shared ownership and affordable rent (in favour of shared ownership). Whilst it is acknowledged that the site does not achieve the required tenure split, the scheme proposes affordable housing in excess of the policy minimum, with affordable housing and private sale housing being delivered on the same site. Similarly, in view of the overall level of affordable housing offered, officers consider the tenure mix to be acceptable, especially as a policy compliant tenure split would have been deliverable (with the 30% minimum requirement) and the 50% offer would deliver more affordable rented units (numerically) compared to a 30% level (delivered at 60-40). A change in tenure split will also have implications for the overall viability of the scheme and the deliverability of affordable housing and the various S.106 obligations.

- 8.12 The viability has been assessed by an independent viability advisor who has indicated that the amount of affordable housing being proposed constitutes the maximum reasonable level as the scheme will need to assist in the funding for the off-site community uses (Item 6.3 and 6.4) planning obligation requirements which are generated by both the proposed development and also the Lion Green Road Car Park site.
- 8.13 The layout of the blocks ensures that the management of the affordable rented units and shared ownership units (Blocks B, D & E) can be maintained by registered providers and can be flexible to take account of changing market. The scheme is providing 50% affordable housing which is the maximum sought at development sites, as such in delivering a significantly higher quantum of affordable housing (albeit and a slightly different mix) this represents a sound affordable housing offer in line and secures an appropriate balance between quantum of affordable housing and overall levels of affordability.
- 8.14 The GLA strongly support delivery of 50% affordable housing. The proposed tenure split at 44:56 (by habitable room) affordable rent to intermediate shared ownership meets their 30:30:40 split within the SPG London Plan which seeks at least 30% low cost rent, at least 30% intermediate provision, with the remaining 40% to be determined by the LPA. The proposed tenure split is supported by the GLA subject to an early stage review within two years of any permission being granted. This is to be secured in a future legal agreement.
- 8.15 The tranche (in terms of affordable housing delivery) seeks to deliver a policy compliant 50% affordable housing figure and the financial viability assessment has indicated that the amount of affordable housing being proposed constitutes the maximum reasonable level given that the tranche of the Coulsdon schemes are required to assist in the relocation or provision of community and health related facilities within the area.
- 8.16 Policy seeks to secure the provision of family housing and has an aspiration for 60% of all new homes outside the Croydon Opportunity Area to have three or more bedrooms. It also allows for a proportion of those three bedroom homes to be provided as 2B4P dwellings in the first 3 years of the Plan. The proposal is offering 12% of the units as 3 bedroom (or larger) homes. A further 14% of the units are 2B4P homes. This equates to 26% which is less than the 60% policy requirement in an urban location. Nevertheless, on balance officers are satisfied that considering all of the viability issues as a whole, with the delivery of 50% affordable housing at the site, the under provision of 3 bedroom units is acceptable in this case.

Townscape, Design and Heritage

- 8.17 Policy SP4 of the Croydon Local Plan requires development to be of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities.
- 8.18 The 157 units will be distributed in five individual pavilions within a verdant landscape. The project is a landscape first approach, with the five pavilion buildings designed to respond to the site's sloping topography, with each building rotated to manage the proximity between residents and to maximise views over the surrounding landscape.

All units would be dual aspect, across all tenures. The landscape first approach seeks to create quality shared amenity space surrounding the proposed residential buildings

- 8.19 The proposed scheme of five brick-detailed sculptural pavilions, set in conceptually open public landscape, is compelling in terms of concept, architectural design and representation. The scheme should be built and maintained to the standard and appearance indicated in the submitted plans, which would result in buildings and landscape of unique character and material and experiential quality, thereby creating a positive response to Coulsdon District Centre.
- 8.20 Some concerns have been raised about how the proposed scheme would present itself, in terms of urban design, planning and function throughout its lifetime. The pavilion-in-landscape approach, whilst compelling and creating a number of benefits (retention of trees, creation of flowing public landscape, interesting architectural forms, etc.) also creates some substantial challenges as follows
- how the intervening landscape is managed and maintained;
 - definition of public and private space;
 - definition of edges;
 - definition and provision of high quality public routes through the site toward the SAM and up to Cane Hill;
 - provision of active ground floors and natural surveillance and how to sensitively and unobtrusively integrate parking (including the required quantum of town centre parking), access roads and other servicing and infrastructure.
- 8.21 These challenges have been addressed to a degree through design changes at pre application stage. However concerns remain and will need to be mitigated through use of detailed conditions and specific elements with the future legal agreement; for instance requiring a detailed landscape management and maintenance plan and detailed conditions covering architectural and landscape materials and detailing.

Layout

- 8.22 The scheme provides an opportunity to create a more prominent development that would contribute to enhancing the character and functionality of Coulsdon District Centre and to facilitate regeneration. The arrangement on the site has been informed by the relatively open Lion Green Road frontage, the desire to retain the public car park and to retain views of the Scheduled Monument to the rear of the site – along with routes to and from this heritage asset.
- 8.23 The ‘pavilions-in-landscape’ concept enables publically accessible landscape to flow between buildings creating visual and physical connections up to Cane Hill; enables deployment of a repeatable building diagram (albeit each one adjusted in terms of orientation, height and details); creates opportunities for interesting outlook from and views between buildings; creates opportunities for distinctive architectural forms and unit types and creates a relatively simple method for retaining existing trees and dealing with the site’s specific typology.
- 8.24 The proposed pavilions have been arranged to focus main residential entrances towards the District Centre/Lion Green Road frontage; to keep residential uses away from Lion Green Road providing opportunities to provide generous areas of public realm; to retain a separation distance from the SAM; create opportunities for natural

surveillance of landscape; retain existing trees and create routes, spaces and permeability between blocks.

- 8.25 The public car park (116 spaces) is immediately adjacent to the main residential development and proposed landscape. It is important that the boundary between these two areas is carefully managed – to give separation as well as a soft landscaped treatment. The residential vehicle access would meander through the landscaped area with discreet areas of car parking contained within.
- 8.26 It is important that this scheme provides visual and physical access to the SAM and up to Cane Hill by way of high quality pedestrian routes. There is some concern that one of the main pedestrian access routes to the SAM from Lion Green Road would be via the proposed public car park and the perimeter road. The surface treatment of the car park and perimeter road and the design of their layout would need to be of a sufficiently high quality to accommodate a pedestrian route to the SAM and create an appropriate setting to the heritage asset. Details of this can be secured by condition.

Townscape, scale, height and massing

- 8.27 The proposed scale, height and massing is on balance supported. These aspects need to be balanced against the impacts on the SAM as well as the way that the built form might coalesce and potentially block views and appreciation of the SAM (when viewed from Lion Green Road). The arrangement of the blocks, having been positioned to provide glimpses towards the SAM.
- 8.28 The submitted verified view indicates that the proposed development would rise above existing roof-lines and would obscure some views of surrounding trees and topography when viewed from Brighton Road. This will change the character of the District Centre and the way that it is appreciated in its context (views of wooded hillsides above characteristic rooflines). However, given the limited degree of this impact, the high quality architectural design, forms and materials proposed and the inevitable evolution in character of the District Centre, it is considered acceptable on balance.

Appearance, Architecture and Materials

- 8.29 The proposed sculptural pavilion forms and the associated architectural forms and considered interesting and compelling. If delivered to the quality currently envisaged, officers are satisfied that they should make a positive contribution in terms of their form, visual interest, detailing and materiality. The use of different tones of brickwork across the pavilions is supported, as is the proposed use of brick bonds, courses and brick detailing to add texture and interest to individual buildings.
- 8.30 Apart from the now demolished Cane Hill Hospital buildings, it is relatively uncharacteristic of Coulsdon District Centre to have a number of relatively large buildings of a similar design and materiality in close proximity laid out as pavilions in a landscape. The use of brick is however characteristic of Coulsdon and the landscape-first principle enables appreciation of and enhancement of the topographical and landscape character of Coulsdon. As such an extensive set of conditions covering materials and architectural details will be required as part of any approval.

Landscape and public realm

- 8.31 The scheme proposes an accessible, green landscape flowing between the proposed pavilion buildings. Within this, more private areas are defined for use and ownership by residents. For this concept to translate successfully in delivery and long term sustainability, suitable conditions are recommended to be attached detailing: a) landscape management and maintenance plan; b) detailed hard and soft landscape and public realm information; c) details on wayfinding, CCTV and lighting; d) access and interpretation material associated with appreciation of the SAM; e) details of the proposed play facilities.
- 8.32 In respect to the local views the redevelopment of the car park would involve the replacement of low value and poorly maintained elements within the site with a well-designed and thoughtful residential development which responds positively to its townscape and visual setting. The replacement car park would also need to be well laid out using robust and attractive materials. The five pavilion buildings would need to utilise a subtle and a high quality materials palette.
- 8.33 The proposal in townscape and visual terms, would see the replacement of surface level car park with new residential apartments; re-provision car parking facilities; the creation of new communal spaces and the creation of new access to and viewing opportunities of the SAM. The effects on townscape and visual receptors are negligible and would benefit the townscape character and visual amenity. Further mitigation measures would be secured through the high quality of design, detailed soft and hard landscape and management strategy (secured through conditions) to ensure its continued contribution to the scheme and surrounding townscape.
- 8.34 With regards to Metropolitan Green Belt, the site lies adjacent to this designation and the area immediately adjacent to Green Belt is also the SAM which is proposed to be incorporated in the overall landscaped area surrounding the scheme. Consequently there would limit the harm to the openness and setting of the Green Belt. The proposed landscaping scheme would enhance the scheme and would link the site with the Coulsdon District Centre

Heritage

- 8.35 The Planning (Listed Buildings and Conservation Areas) Act 1990 provides for the definition and protection of a list of buildings and areas of architectural and historical interest. This legislation also sets out the requirement to have special regard to the desirability of preserving the building or its setting in considering any proposed development (S66). This legislation provides for the definition and protection of listed buildings as buildings with special architectural or historical interest. The Act sets out the need for local planning authorities to have special regard to the desirability of preserving the building, its setting or features of special architectural or historic interest.
- 8.36 NPPF relates specifically to the historic environment and sets out the factors that should be taken into account regarding planning decisions, including 'the desirability of new development making a positive contribution to local character and distinctiveness'. Weight is attached to conserving the significance of designated heritage assets. Paragraph 132 states that 'Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments... should be wholly exceptional. Paragraph 134 goes onto states that 'where a development proposal will lead to less than substantial harm to the significance of a designated

heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use’.

- 8.37 Policies SP4 and DM18 of the Croydon Local Plan 2018 states the Council and its partners will respect and optimise opportunities to enhance Croydon’s heritage assets, their setting and the historic landscape, including through high quality new development and public realm that respects the local character and is well integrated.
- 8.38 The proposed development is located immediately adjacent to a designated heritage asset in regard to the Scheduled Ancient Monument (SAM) that comprises a railway embankment that forms the remains of the Surrey Iron Railway, a highly important pioneering early railway. In addition, there are non-designated heritage assets of local significance nearby including Well Cottages which are located in the Local Heritage Area.
- 8.39 Both the conservation officer and Historic England highlight that the proposal causes harm to the setting of the SAM due to the proposed built form as a result of the increased height, reducing visibility from Lion Green Road also the location of the proposed car parking. Whilst the overall height of the development is required to ensure that the scheme is viable, the height impacts on views of the SAM.
- 8.40 Overall, whilst the proposed height, massing and layout successfully integrates with the general townscape, following assessment of the views submitted, it is apparent that there are some areas where the proposed development would have an impact and on the setting of surrounding heritage assets. As such a significant amount of harm is identified, although officers have concluded that the harm caused would be less than substantial.
- 8.41 Less than substantial harm can potentially be outweighed by the public benefits associated with the development. The scheme proposes increasing access to the Surrey Iron Railway embankment, both through the site and up onto the earthwork itself. Interpretation signage and landscaping works on the embankment would also be included as part of the scheme and is conditioned. A clear strategy for securing and implementing improvements to the scheduled monument should be confirmed. This would be secured through the legal agreement.
- 8.42 Whilst there would be some harm caused to the setting of non-designated assets (Local Heritage Area) however a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. Given that the non-designated assets, in particular Well Cottages are in excess of 40m from the built forms at the site the high quality of design, the use of high quality materials and architectural expression are considered to help mitigate its impact.
- 8.43 The harm caused by the proposed scheme to the setting of heritage assets would be less than substantial. When these impacts are weighted alongside the public benefits of the proposed development, officers are satisfied that the proposed development would comply with paragraph 134 and 135 of the NPPF. Notwithstanding this, the development provides an exceptionally high design quality in relation to materials and other detailed matters at planning conditions stage. This is to ensure that the building, which is visible in the setting of heritage assets, is one of which is perceived as being of excellent contemporary design which responds appropriately to its historic context.

Archaeology

- 8.44 The site is located within an archaeological priority zone and as such the applicant has submitted an archaeological desk-based assessment. This has been assessed by GLAAS and indicated that a programme of trench evaluation was undertaken as the first stage of the earlier planning permission (LBC Ref 13/02178/P). The evaluation identified further burial locations to the two excavated in 1913 and suggest that the archaeological interest should therefore be conserved by attaching a suitably worded condition, which is recommended.

Transport, Parking and Highways Considerations

- 8.45 The Croydon Local Plan Policy SP8 sets out local requirements to promote sustainable travel and levels of parking. This will also be directed to those areas and District Centres with higher public transport accessibility. Improving connectivity assisted by improved way finding will also be important to enable a shift to more sustainable modes.
- 8.46 The application site has PTAL of 3, meaning it has moderate public transport accessibility. The site is within close proximity of two Railway Stations namely Coulsdon South (600m to the south east) and Coulsdon Town (600m to the north east).
- 8.47 The Lion Green Car Park current operates between Monday to Saturday 7am - 6pm with 124 spaces available for public parking. The TA indicates the car park is operating close to capacity with the peak period being between 10:00 and 15:00. The parking survey further highlighted that the 47% were 1-3 hours stay and 31% were less than an hour, with the main purpose of the public car park as one of shopping/visiting (49%) indicating that the car parking is important for local shopping, providing a good facility for viability of Coulsdon centre.
- 8.48 An on street parking beat survey for the existing Central Coulsdon CPZ was undertaken, which showed between 10:00 and 16:00 on the weekday over 90 available spaces were recorded and 40 and 42 available spaces were for the weekend, which corresponded with the peak time of the Lion Green Car Park. The TA also confirms that additional public and private off-street parking facilities exist in Coulsdon area.

Trip generation

- 8.49 The existing site contains 124 parking spaces and although the car park is to be reduced to 116 parking spaces, this reduction was not factored into the trip generation figures. The trip generation therefore represents worst case in terms of traffic levels and car parking accumulation.
- 8.50 The TA uses the trip rates for the proposed development obtained from the TRICS data base to determine the peak hour and daily trip rates. The forecasted average trip rates were applied to the proposed 157 residential development for the peak hour and daily trips to and from development. The assumption regarding mode split were obtained from the latest available Journey to Work Census data (2011) for the relevant output area. The approach and methodology utilised in estimating the trip generation for the development is acceptable.

- 8.51 The TA indicates that the trip generation for the residential development would equate to 29 vehicular movements (inclusive of servicing) during the AM Peak Hour (0800-0900) and 24 vehicular movements (inclusive of servicing) during the PM Peak Hour (1700-1800). The agreed methodology highlights that the distribution of vehicular trips for the scheme represents around 1 vehicular movement every 2.1 minutes (AM) and 2.5 minutes (PM). A maximum of 11 vehicles are forecast to access/egress the A23 (AM Peak) and nine (PM Peak).
- 8.52 The forecast minimal uplift would fall within the standard daily fluctuation of traffic methodology and would not have a detrimental impact on the operation or safety of the local highway network. A Travel Plan would further mitigate the forecasted impacts of the development. This can be conditioned.

Public Parking

- 8.53 The proposal includes the retention of the public car park with two new accesses from the Lion Green Road and a one way system. The car park would be laid out to provide 116 spaces and residents of the development would be required to exit the site via the public car parking area. It is also proposed that there will be separation between the residential car parking areas and the public car park.
- 8.54 The TA indicates that the surveyed existing public car parking operates near to capacity during the hours of 10:00 to 16:00 (as stated above) reaching full capacity at 12:00 on Thursday and Sunday. The survey also confirmed there was sufficient spare capacity within the Town Centre CPZ to accommodate the small reduction of 8 parking spaces in Lion Green Car Park as result of the proposed development.
- 8.55 Concerns raised by Strategic Transport in respect to access arrangement; circulation routes and parking bay layout arrangements have been addressed as part of the application (with changes to overall car parking layout and entrance/exit arrangements). A Car Parking Design and Management Plan (CPDMP) will be conditioned as part of any approval.
- 8.56 The GLA and TfL have both raised concerns in respect to the number of public car parking spaces being provided. Whilst they have acknowledged that there is a slight reduction in parking and that there is a need to provide some town centre parking spaces to ensure the continued vitality and viability of the town centre, they state the quantum should be further reduced, in line with the objectives of the London Plan. This seeks to reduce car dependency and discourages the provision of surface car parking, in order to make efficient use of land.
- 8.57 Policy DM30(d) states that new development that would result in the loss of existing car parking spaces, needs to demonstrate that there is no need for these car parking spaces by reference to occupancy rates at peak times. The submitted TA demonstrates the car park is near capacity on several occasions. The survey was undertaken with the 124 spaces currently on site, as such the 8 space reduction to 116 spaces would reach capacity more regularly. It is acknowledged that there is a reduction in the current provision, but it is of note that there is already a significant reduction from what historically existed on the site (over 100 spaces) and that this provision for the level of public parking on Lion Green Road is acceptable.

8.58 Overall, it is given the high level of use of the public car park, combined with the PTAL and the increase in the intensification of the site in terms of the residential use, the quantum of the public car parking is appropriate for the site.

Residential Parking

8.59 The proposal would provide 45 residential car parking spaces for the 157 units (0.29 spaces per unit). 10% of these residential units would be disabled accessible parking bays. In compliance with London Plan, 20% of the proposed residential parking bays would have active and passive Electric Vehicle Charging points and installation facilities.

8.60 Strategic Transport welcomes the provision of an onsite car club and this can be secured through the future legal agreement. Strategic Transport further welcomes the mitigation measures within the Travel Plan, the restriction placed on residents to applying for on-street parking permits and the delivery of a Construction Logistic Plan, which can be secured through a combination of conditions and future legal agreements.

Servicing/Delivery Trip generation

8.61 The Servicing/Delivery vehicle trips to the site has been estimated based on the database with a number similar developments within Greater London. The total estimated AM and PM peak service vehicle trips in and out of the development would be two for each period. Similarly, 10 daily trips to and from the site is forecasted by the TA for the proposed development.

8.62 Residential serving and deliveries (including refuse collection) would be from dedicated areas which permit other vehicles to overtake. The TA also confirms with the proposed access to the residential units having a clear minimum width of 3.7m, it allows Fire Tenders to access dry riser inlets.

Cycle provision

8.63 220 secure residential long stay cycle facilities in compliance the London Plan would be integrated into the residential units which is strongly supported. Also 4 short stay cycle spaces would be located at easily accessible locations. The scheme would accord with policy.

Impact on Adjoining Residents

8.64 The Croydon Local Plan Policy SP4 seeks to respect and enhance character to create sustainable communities and enhance social cohesion and well-being and ensures that the amenity of the occupiers of adjoining buildings are protected.

8.65 The properties that have the most potential to be affected are those fronting Lion Green Road; Gilbert Court; new occupiers within Cane Hill and Wells Cottages.

Lion Green Road

8.66 No harmful overlooking or loss of privacy would occur in relation to residential properties located on the opposite side of Lion Green Road, given that they would be

separated by Lion Green Road itself (16m – 32m away). Furthermore, there would be no direct overlooking of the houses given the orientation of the fenestration within the closest blocks (D and E).

- 8.67 Whilst there would be some impact on outlook from the properties located in Lion Green Road, the improvements to the public realm along this section of Lion Green Road (subject to detailed conditions) would provide an enhanced high quality landscaping and buildings set back from Lion Green Road.

Gilbert Court and Cane Hill

- 8.68 Gilbert Court and Cane Hill are both set at a higher level, compared to the application site and whilst the proposed development would rise (at its maximum) to around 25 metres, the relationship between the proposed development and these neighbouring sites would be acceptable; especially when one takes into account existing landscaping and boundary screening. Block A would be located approximately 20m at its closest point from these neighbouring properties which should provide adequate protection (in terms of window to window separation and outlook) especially in view of existing and proposed landscaping.

Wells Cottages

- 8.69 These units are well set back from the development in excess of 30m which would be of sufficient distance so as to not cause significant harm. The arrangement in relation to these neighbouring properties would not result in an unacceptable loss of privacy.
- 8.70 In regard to the visual impact of the development currently there are existing large trees, Sovereign House, car park and poor quality landscaping between the sites. The proposed buildings would be of a high design quality and given the landscaping enhancements to be conditioned the proposal would offer an acceptable outlook for these properties.
- 8.71 Any remaining buildings within the district centre are either commercial properties or are located sufficiently separated and orientated from the site for there to be no loss of amenity.

Daylight/Sunlight

- 8.72 A daylight and sunlight report has been submitted which demonstrates the impact of the development on the nearest residential properties, namely those at Lion Green Road; Gilbert Court; Cane Hill; Wells Cottages and Chipstead Valley Road. These have been assessed in accordance with the BRE Guidelines.

Daylight

- 8.73 In regard to the Vertical Sky Component assessment of daylight to existing nearby residential properties highlighted that of the 221 windows tested, 209 have been identified to satisfy with the BRE recommendation representing a total of 94.6% of windows. The only windows below the BRE criteria, which are those at 16-25 Lion Green Road and Gilbert Court that were already below the recommended BRE criteria in the baseline condition. As such the impact of the proposed development is in the

low to medium category. Therefore the change in terms of perceived internal daylight is not likely to be significant and the impact of the development is considered negligible.

Sunlight

- 8.74 The results of the sunlight assessments demonstrate that of the 185 windows tested, 2 windows (at 16-25 Lion Green Road) that would fall below the recommended number of sunlight hours in winter. Therefore, the proposed development has a minor to negligible impact on the sunlight on the windows of the surroundings properties.
- 8.75 The proposed development will have only a minor to negligible impact on daylight and sunlight of the surrounding properties with windows and open spaces of neighbouring properties being unaffected or only marginally affected.

Noise and disturbance

- 8.76 It is acknowledged that in terms of the existing context there would be an increase in general noise and disturbance given the development of the site for residential uses. Given the surrounding area and location within a district centre, where a degree of noise and disturbance is not uncommon, this is not sufficient reason to warrant a refusal in this instance. The Council's Environmental Health officers have raised no objection to the scheme in terms of noise disturbance subject to the imposition of several planning conditions.
- 8.77 During construction there would be a short term and temporary impact on neighbouring occupiers. A construction methodology and construction logistics plan would ensure the build-phase is managed appropriately, minimising disturbance towards neighbouring properties and is conditioned.
- 8.78 Impacts from light pollution can be controlled by planning condition.

Quality of living environment provided for future residents

- 8.79 Policy SP2.8 of the Croydon Local Plan indicates that housing should cater for residents' changing needs over their lifetime and contribute to creating sustainable communities. Individual units will be expected to meet the standards set out in the London Housing SPG.
- 8.80 The development would comply with NDDS residential standards in terms of internal floor areas and all units are dual aspect and all of the units would also meet the requirements in relation to amenity space, both the quantum and minimum dimensions. Accordingly, the living conditions provided for future residents would be acceptable.
- 8.81 A daylighting assessment has been undertaken for the proposed units and has concluded that the development will receive adequate daylight levels according to the BRE guidance. Of the 395 rooms proposed 391 are above the minimum recommended Average Daylight Factor (ADF), representing 99% of total units. Furthermore all rooms have a direct view of the sky in more than 80% of the room area and comply with the room depth criterion, as such all units and habitable rooms comply with the BRE guidance.

- 8.82 In terms of overshadowing assessment on the amenity spaces within the scheme, the proposed communal amenity spaces would satisfy the BRE criteria in that at least half the area receives at least two hours of sunlight on 21st March. These spaces are largely unobstructed and would receive good levels of sunlight.
- 8.83 Given the location with Lion Green Road and the public car park to be retained, the main background noise would be traffic movements which would require residential windows to be properly insulated which could be achieved through an appropriate glazing strategy. Furthermore, a ventilation strategy should be secured. Both would be secured by condition.
- 8.84 The Environmental Health Officer has requested that proposed fixed-plant should be designed to comply with the rating level criteria at least 10dB below existing background noise levels and the details shall be fully implemented prior to the occupation. This can also be secured through a condition.
- 8.85 The London Plan states that development proposals that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs. The expected child yield is 33, resulting in a requirement for 329 sq.m of playspace of which 165 sq.m should be doorstep play for under 5s. The scheme has identified 358 sq.m of dedicated on-site play space within the landscaped areas between the proposed blocks. This can be secured through condition.

Accessibility

- 8.86 The scheme is in accordance with the London Plan in that 90% of new housing needs to meet Building Regulation requirement M4 (2) 'accessible and adaptable dwellings' and 10% of new housing would need to meet Building Regulation requirement M4 (3) 'wheelchair user dwellings',. The ground floor of each of the pavilions contains three wheelchair accessible units that would meet the M4 (3) Building Regulation requirement, with a further unit on the first floor of Block D also meeting the requirement that would be in excess of the 10% requirement.
- 8.87 There are 16 disabled parking spaces provided in the residential area which equates to one space per unit which is in line with the guidance of the London Plan and Accessible London SPG.

Impact on Environmental Conditions

Trees

- 8.88 Policy DM28 of the Croydon Local Plan seeks to protect and enhance the woodlands, trees and hedgerows by not permitting development that results in the avoidable loss or the excessive pruning of preserved trees or retained trees where they make a contribution to the character of the area.
- 8.89 The overarching concept of this proposal is a landscape first principle and the scheme seeks to retain as many existing trees and provide a number of replacement trees into the design.

- 8.90 A Tree Preservation Order (TPO) 17 of 1972 covers Sovereign House, Lion Green Road which identifies eight sycamore trees and one ash tree which are protected under the TPO. The Arb Impact Assessment (AIA) recorded these trees as Category C specimens and are subject of heavy ivy colonisation which substantially lessens their visual appeal.
- 8.91 The previous (now expired) planning permission (LBC Ref: 13/02178/P) agreed to the removal of 46 trees and 2 groups at the site and was considered acceptable. The submitted AIA report confirms the current scheme requires a similar level of removal, with 57 trees in total being removed. The majority of these are low quality (Category C trees) including those subject to the TPO and it is inevitable that 14 trees included within the TPO group would be lost to facilitate the loss of Sovereign House and the siting of the pavilion blocks.
- 8.92 The loss of these trees can be suitably mitigated through the implementation of an appropriate landscaping scheme. Nevertheless the scheme has resulted in the sustainable retention of one group of Category B trees, partial retention of one group of Category B trees, the further retention of one group of Category C trees and partial retention of four groups of Category C trees.
- 8.93 Some incursions into the root protection areas of retained trees will occur, but all trees can be sustainably retained through the use of appropriate protection measures including tree protection fencing, temporary ground protection, retention of existing sub-base where possible. The proposal will not result in any additional pressure being placed upon existing trees and will not adversely affect their future growth or development.
- 8.94 The Tree Officer has raised concerns on the feasibility of the path through the copse given that several of the retained trees appear to be beneath the path on the tree protection plan. This will need to be addressed through a detailed landscaping plan and tree protection measures.
- 8.95 The Council's arborist has requested substantial tree planting to the front of the site given the earlier removal of a number of mature trees following works carried out by UKPN (UK Power Network). A detailed landscaping plan will be conditioned.

Flooding

- 8.96 The Croydon Local Plan 2018 states at Policy DM25 that the Council will seek to reduce flood risk and through steering development to lower risk of flooding and applying the sequential test to minimise the risk of flooding.
- 8.97 The site is located within Flood Zone 1 as designated by the EA (i.e. a low probability of flooding) however it is also situated within a Critical Drainage Area. The Strategic Flood Risk Assessment does not map any groundwater flooding incidents within 500m of the site, although these are often unreported. There are historic accounts of high groundwater and springs in the region of the site believed to be associated with the Merstham Bourne and its influence on groundwater levels should be considered in the drainage design.
- 8.98 The applicants have submitted a Flood Risk Assessment and Drainage Strategy which has considered the risks associated with the Merstham Bourne and surface water.

FLAG has raised issues in regard to Merstham Bourne (or Coulsdon Bourne); soakaway drainage impedence and sewer capacity. The LLFA have reviewed these concerns alongside the FRA and have raised no objection to the scheme subject to conditions being attached to any approval.

- 8.99 The EA have raised no objection to the scheme subject to conditions that have been attached. Furthermore, Thames water also have no objection; their comments have been included as informatives.

Ecology

- 8.100 A Preliminary Ecological Appraisal (PEA) was undertaken in March 2017, and updated in November 2017. The results of the desk study, Phase 1 habitat survey and protected species assessment showed the potential presence of several protected species or species of conservation concern within the site, or within the immediate surroundings including bats, birds and reptiles. The PEA recommends that further survey and/ or mitigation measures is identified. These should be undertaken prior to commencement and can be secured through a condition.

- 8.101 This was similar to the previous approval where mitigation measures were recommended and conditioned. Therefore subject to conditions the impact on nature conservation is acceptable.

Air Quality

- 8.102 The applicant have submitted an Air Quality Assessment highlight that there is a medium risk of adverse air quality impacts if no measures are put in place to mitigate the impacts of the construction phase. The Environmental Health officer has assessed the report which highlights that the air quality assessment has shown that the proposed Development is air quality neutral for building emissions but not air quality neutral for transport emissions and further mitigation is required. Onsite mitigation measures such as the development of a travel plan, installation of electric charging points, passive provision and the provision of car club spaces can be secured through conditions. This will ensure that these issues are suitably mitigated to ensure that the development proposals comply with national and local policy for air quality.

Contamination

- 8.103 Policy DM23 of the Croydon Local Plan states the Council will promote high standards of development and construction to ensure that future development, would not be detrimental to the health, safety and amenity of users of the site or surrounding land.
- 8.104 The applicants have submitted a Preliminary Risk Assessment Report which has been reviewed by the Councils Environmental Consultants who confirm that there are potentially contaminative onsite and offsite land uses. Subject to the imposition of a condition, requiring an intrusive ground investigation to be undertaken, along with the Environment Agency requirements, and accordingly the development would not have an unacceptable impact in this regard.

Sustainability

- 8.105 Policy SP6 of the Croydon Local Plan seeks new developments to reduce energy and carbon dioxide and to incorporate sustainable design and construction methods.
- 8.106 New development should make the fullest contribution to minimising carbon dioxide emissions and should incorporate on site renewable energy generation. New dwellings need to achieve 'zero carbon' which sets a minimum level of CO2 reduction that must be achieved by on-site measures, with the remaining emissions then offset via 'Allowable Solutions' off-site. Where sites cannot achieve 'zero carbon' on its own it would help meet developers' CO2 reduction targets up to 2016.
- 8.107 The applicant has submitted an Energy and Sustainability Report which indicates that the scheme would achieve a 36% reduction against Building Regulations 2013 through the installation of solar PV. This is the minimum accepted on site.
- 8.108 Whilst zero carbon should be met on-site; where it is clearly demonstrated that the specific targets cannot be fully achieved on-site, as has been confirmed in the submission, any shortfall must be provided off-site or through a cash in lieu contribution which could be secured through a legal agreement.
- 8.109 In addition to this the domestic water consumption target of 110 litre/person/day can be secured by condition.

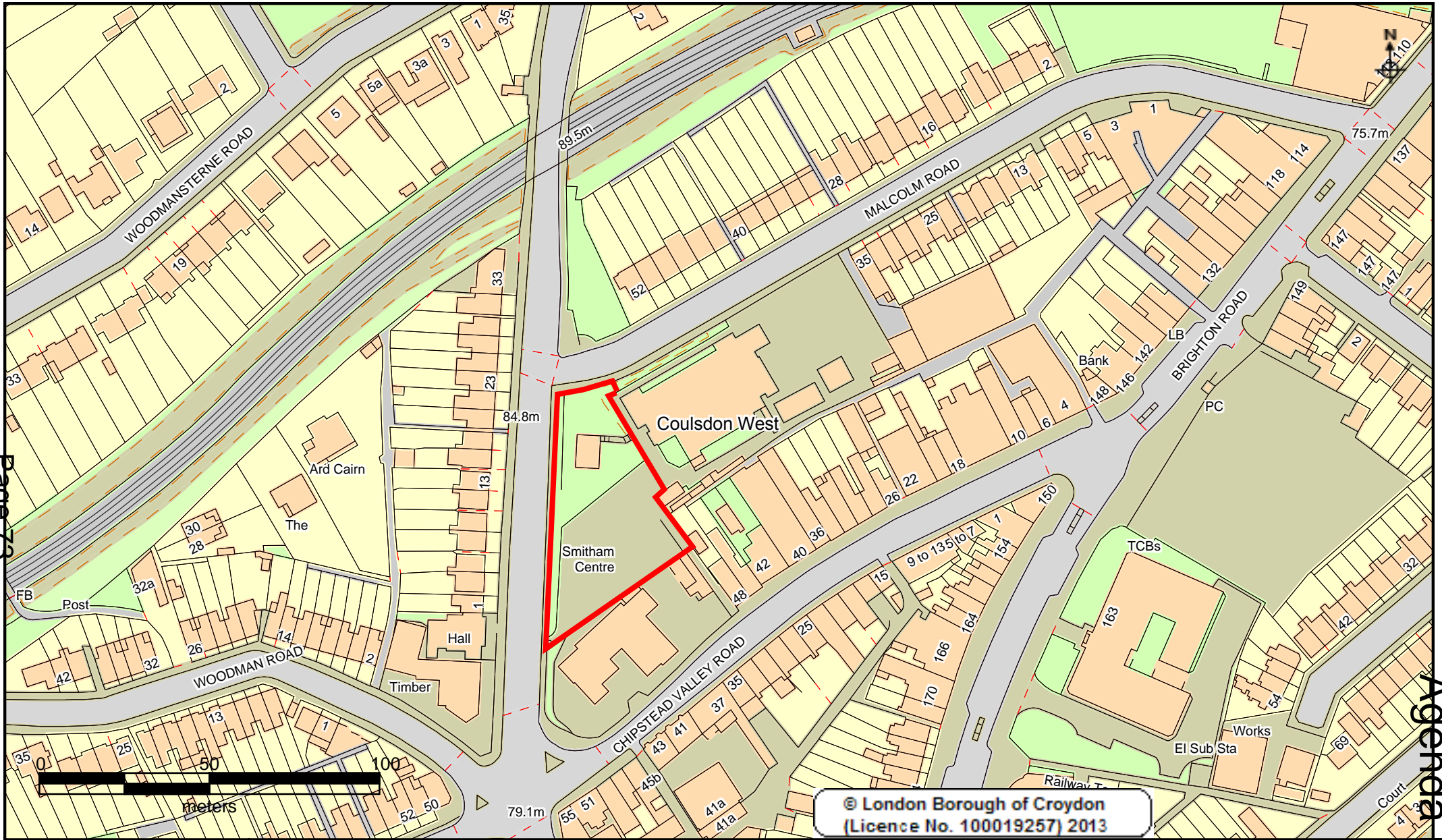
Other Matters

Impact on local services (i.e. schools)

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

9 CONCLUSIONS

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



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PART 6: Planning Applications for Decision

Item 6.2

1 APPLICATION DETAILS

Ref: 17/06218/OUT
 Location: Land West Of 41 Malcolm Road, Coulsdon CR5 2DB
 Ward: Coulsdon West
 Description: Demolition of outbuilding and erection of three storey building of 1,436sqm for non-residential institution (Use Class D1) together with a new access from Woodcote Grove Road
 Drawing Nos: 1602_34-PTA-HC-ZZ-MP-A-06001 PL1; 1602_34-PTA-HC-ZZ-MP-A-06002 PL1; 1602_34-PTA-HC-ZZ-MS-A-06003 PL1; 1602_34-PTA-HC-ZZ-MP-A-06010 PL1; 1602_34-PTA-HC-00-MP-A-07010 PL1; 1602_34-PTA-HC-ZZ-MP-A-07011 PL1; 1602_34-PTA-HC-ZZ-ME-A-08010 PL1 and 1602_34-PTA-HC-ZZ-MS-A-09010 PL1
 Applicant: Minal Goswami – Brick by Brick
 Agent: Jennifer Islip – Carter Jonas
 Case Officer: Robert Naylor

Number of car parking spaces	Number of cycle parking spaces
2 with 1 disabled bay	Not known currently

1.1 This application is being reported to Planning Committee as the Director of Planning and Strategic Transport considers Planning Committee determination to be necessary, especially as the proposed health facility has a causal relationship to the redevelopment of the Lion Green Road (Item 6.1 – LBC Ref: 17/06297/FUL).

Background

1.2 This scheme was presented to Planning Committee as part of the pre-application engagement process (30th November 2017). The following comments were raised by the Planning Committee:

- Ensuring the healthcare facility designation secured
- Onsite parking and the wider impact
- Need NHS to show commitment to scheme
- Ensuring the healthcare facility designation secured
- A keenness to see community facilities coming into the town centre and the NHS hub to be provided

1.3 The scheme was presented to the Place Review Panel (PRP) on 27th October 2017. At that time, the scheme was presented alongside the proposals to extend the former CALAT Centre to provide enhanced community facilities; which appears elsewhere on this agenda (Item 6.3 LBC Ref: 17/06217/FUL). The PRP concluded that whilst the principle of extending the existing building to include a theatre/badminton hall and other additional community facilities was accepted, the proposed design required significant development before it can be supported. The Panel had the following key observations/recommendations:

- A much more visually and functionally successful scheme for all the facilities proposed for the site will be achieved if the design for the NHS Centre is integrated with and developed simultaneously to the design for the Coulsdon Community Centre
- There should be good access between the NHS Centre and the Coulsdon Community Centre to achieve synergies between these functions

2 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 2.1 The scheme provides a D1 community facility (intended to provide NHS healthcare) that is required as part of the Lion Green Road allocation; which is supported.
- 2.2 The townscape impacts in terms of its bulk, height, layout and massing would be acceptable. The public benefits of the scheme would outweigh any harm caused to the non-statutory heritage assets, subject to conditions.
- 2.3 The layout of development ensures that the proposal would not have a detrimental impact on the amenity of the neighbouring residents.
- 2.4 The Transport Assessment demonstrates that the development would not have a detrimental impact on highway safety and that parking demand can be accommodated on the surrounding road network.
- 2.5 The sustainability and environmental aspects of the scheme are acceptable

3 RECOMMENDATION

- 3.1 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) Legal agreement to secure the following planning obligations:
 - a) First option for NHS to deliver - 2 years from permission – if not can be delivered as another D1 use
 - b) Provision of Travel Plan including monitoring
 - c) Car club spaces and membership
 - d) Local employment and training strategy
 - e) Air quality
 - f) Retention of scheme architects
 - g) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport
- 2) Development implemented in accordance with submitted drawings
- 3) Matters reserved - Appearance and landscaping
- 4) Timeframe for reserved matters
- 5) Details of materials to be submitted and approved
- 6) Details of hard and soft landscaping
- 7) Submission of Arboricultural Method Statement
- 8) Accord with recommendations of Ecological Assessment
- 9) EA Condition - Piling
- 10) Details of Flood Risk Assessment
- 11) Sustainable development 35% carbon reduction

- 12) BREEAM - Excellent
- 13) Air Quality requirements to be submitted
- 14) Boilers/Energy/heating plant specifications
- 15) Hours of use to be submitted and approved
- 16) Details of Noise Assessment
- 17) Noise from air handling units
- 18) Details of mechanical ventilation equipment
- 19) Light pollution - restriction
- 20) Submission of low emissions strategy
- 21) Contamination - Site investigation - soil, water & gases
- 22) No permitted northbound right turn into the site and a left turn exit only
- 23) Details submitted for ECVP; Disabled bays; Cycle facilities; Refuse/Recycling; Sight lines;
- 24) Approval of sustainable travel strategy
- 25) Delivery and servicing management plan
- 26) Approval of Construction Logistics Plan
- 27) Development to commence within one year of the reserved matters
- 28) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

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

4 PROPOSAL AND LOCATION DETAILS

Proposal

- 4.1 The proposal is for outline planning permission as follows:
 - Demolition of outbuildings
 - Erection of a three-storey development of 1,436 sqm
 - Provision of two parking spaces (including 1 disabled bay)
 - New access from Woodcote Grove Road
 - Closure of Chipstead Valley Road access to vehicular traffic
- 4.2 The matters for determination are access, layout and scale, with appearance and landscaping reserved for subsequent approval.
- 4.3 This proposal would allow for the NHS to deliver the health centre required as part of the Lion Green Road site allocation (as highlighted by Item 6.1 - 17/06297/FUL). As the NHS has not yet confirmed its exact scheme requirements, the applicant has worked with them to bring forward as flexible a scheme as possible; hence the outline form of the planning application. This will allow the NHS to bring forward the later reserved matters submission at a time when they are able to fully commit and plan for enhanced health provision. A future legal agreement will ensure the NHS have first

option for 2 years to bring forward the scheme; after that time other community uses can be brought forward.

Site and Surroundings

- 4.4 The application site is located within Coulsdon District Centre, with boundaries to Malcolm Road to the north and Woodcote Grove Road to the west. The site is currently accessed via a narrow road, located to the south of the site, off Chipstead Valley Road. Currently, there is a vacant small classroom building located on site and the existing use is as a public car park (on a temporary basis) accommodating 40 off street car parking spaces.
- 4.5 The surrounding area comprises a mix of commercial premises to the south of the site including the adjoining nursery building, as well as several residential properties situated along Malcolm and Woodcote Grove Road. The site is located on a hill sloping south to north and east to west.
- 4.6 There are a few locally listed buildings close-by, including Old Smitham Primary School and St. Andrews Church. The accessibility of the site is moderate and is reasonably well served by public transport (PTAL 3).

Planning History

- 4.7 There have been two previous permissions involving car parking provision on the western part of the site:
- 15/03700/P - granted in January 2016 for the use as a public car park with access off Chipstead Valley Road (temporary consent up until May 2017). In view of pressure being placed on car parking with Coulsdon District Centre, this car park remains in use for the time being.
 - 15/05673/P - granted in June 2016 for the use as public car park with 31 spaces including 4 disabled bays; formation of vehicular and pedestrian access from Woodcote Grove Road and alterations to car park including resurfacing, line marking, lighting and alterations to Chipstead Valley Road access to pedestrian use only, with a Section 106 attached. Whilst this has not been implemented, this planning permission established the principle of a permanent access solution off Woodcote Grove Road.

5 CONSULTATION RESPONSE

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 5.2 The following were consulted regarding the application:
- 5.3 **Environment Agency** – No objection to the proposed development subject to conditions in respect risks associated with contamination of the site; dealing with unexpected contamination that may be identified during development groundworks; a verification report in relation to a remediation strategy; restriction of infiltration of surface water drainage into the ground and on piling or any other foundation designs using penetrative methods.
[OFFICER COMMENT: These have been attached as conditions]

5.4 **Lead Local Flood Authority** – No objection subject to conditions.

[OFFICER COMMENT: These have been attached as a condition]

5.5 **Thames Water** – No objection subject to informative relating surface water drainage and connections to sewage.

[OFFICER COMMENT: These have been attached as informative]

6 LOCAL REPRESENTATION

6.1 A total of 88 neighbouring properties were notified about the application and invited to comment. The application has been publicised by way of one or more site notices displayed near 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: 20 Objecting: 4 Supporting: 16

6.2 The following local groups/societies made representations:

- East Coulsdon Residents Association [supporting]
- Hartley & District Residents Association [supporting]

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

Objections

- Access is too close to the junction
- Not enough parking capacity within the area
- Car park should be retained and the access improved
- Transport Assessment is not adequate
- More parking at the site is required
- Not accurately compared to other similar facilities

Supporting comments

- Benefiting Coulsdon and the local economy
- Provision of new healthcare facility is needed
- Local service facilities serving the local community
- Optimising the land use in the locality
- Serving journeys and time

7 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of the proposed development

2. Townscape, design and heritage
3. Impact on adjoining occupiers
4. Transport, parking and highways considerations
5. Impact on environmental conditions
6. The environmental performance of the proposed building
7. Other planning matters

Principle of the Proposed Development

- 7.2 The Croydon Local Plan 2018 policies SP5 and DM19 allows the loss of existing community facilities only where it can be demonstrated that there is no need for the existing premises or land for a community use and that it no longer can serve the needs of the community. The Plan further supports expansion of such facilities whilst ensuring that they provide flexible and adaptable spaces – with capability for multi-use.
- 7.3 Site allocation 372 in the Croydon Local Plan identifies the Lion Green Road Car Park as a mixed-use development comprising leisure, community facilities and retention of car parking spaces. The current proposal (Item 6.1 – 17/06297/FUL) is for residential purposes only (including affordable units) with re-provision of public car parking. Consequently, this proposal is necessary to provide and honour the community facility requirement of the Lion Green Road site allocation.
- 7.4 The need for additional primary care in Coulsdon has been identified by the Local Plan and by the NHS, who have expressed an interest in a purpose-built unit at this location. The scheme would meet their space requirements and the NHS is currently working to establish the required funding. They are looking to conclude a firm funding commitment within the next 12 months. The future legal agreement will secure the site for the NHS for 2 years of the date of the planning permission, which should give it adequate time to progress matters to a satisfactory conclusion. If the proposals fail to emerge within that period, an alternative community can then be considered and delivered.
- 7.5 The loss of existing car parking spaces can only be supported where it is demonstrated there is no need for the spaces through analysis of occupancy rates at peak times. The submitted Transport Assessment (TA) indicates the car park is underutilised and thus is not needed to serve existing uses in Coulsdon. It was also only given temporary planning permission when there was a requirement to manage the effects of the loss of car parking at Lion Green Road back in 2013/14. Existing under-utilisation is largely down to the compromised access off Chipstead Valley Road. Consequently, officers are satisfied with the loss of car parking, especially as there is alternative on street capacity elsewhere within Coulsdon.
- 7.6 As such the provision of the community use in an accessible location and loss of car parking is acceptable in principle.

Townscape, Design and Heritage

- 7.7 Policy SP4 of the New Croydon Local Plan requires development to be of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities.

- 7.8 The site is in a prominent location within Coulsdon District Centre. The street retains a few historic and visually interesting buildings including the former CALAT Centre which adjoins the proposal to the north-east. Concerns have been raised that the two sites (the proposed health facility and former CALAT Centre) have not been designed in a more integrated manner. However, given that the brief for the end user (which is anticipated to be the NHS) has yet to be fully defined, the submission of the outline scheme represents an appropriate way forward to ensure that there is sufficient flexibility to meet the needs of a future health provider.
- 7.9 Notwithstanding the above, the location of the proposed community facility on the site and access would be appropriate and the retention of trees is strongly supported. Given the outline nature of the proposed development, the appearance of the scheme has been reserved for subsequent approval.

Scale and Layout

- 7.10 The scale and height of the outline massing would be acceptable in design terms (subject to the heritage points below). The outline proposal is presented as an unrelieved mass, although it would be possible to reduce the apparent bulk and refine massing as part of a reserved matters design process.
- 7.11 A high-quality appearance is clearly achievable and expected through the reserved matters stage. Furthermore, conditions covering architectural detailing, materials and public realm, as well as an architect retention clause (required as part of the future legal agreement) will ensure the final scheme delivers an exemplar design and architectural expression.

Heritage

- 7.12 Paragraph 135 of the NPPF states the *“effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset”*.
- 7.13 Policy SP4.12 of the New Croydon Local Plan states the Council and its partners will respect and optimise opportunities to enhance Croydon’s heritage assets, their setting and the historic landscape, including through high quality new development and public realm that respects the local character and is well integrated.
- 7.14 The site adjoins the Old Smitham Bottom School and is near other non-designated heritage assets including St Andrew’s Church, 150 Brighton Road and the former CALAT Centre, as well as two Local Heritage Areas on Chipstead Valley Road (St Dunstan’s Cottages) and Station Approach.
- 7.15 There is the potential for some harm to be caused to setting of the locally listed school building and St Andrews Church. The scheme proposes a three-storey community building which, given the position within the townscape and the significance of the non-designated heritage assets, has the potential for a minor degree of harm. However, with a high-quality design and appearance (to be secured through reserved matters) the scale of any harm should be able to be mitigated.

- 7.16 Additional viewpoints have been supplied to assess the impact on the setting of the non-designated heritage assets. Whilst there are some areas where the proposed development would have an impact, officers have concluded that the scale of harm would be negligible and would not be significant. Officers are therefore satisfied that the proposed development would comply paragraph 135 of the NPPF.
- 7.17 There is an important local view of the site from Woodcote Grove Road towards St Andrews Church, along with local views (in conjunction with the proposed CALAT extension) and from Chipstead Valley Road in relation with the locally listed Smitham Bottom School. These have been provided by the applicant and whilst the proposal would be seen within these views, the effects on townscape would be negligible given that the proposal would be located amongst existing trees. Further mitigation measures would be secured through the high quality of design and landscaping (subsequent reserved matters).

Impact on Adjoining Residents

- 7.18 The Croydon Local Plan 2018 policy SP4 seeks to respect and enhance character to create sustainable communities and enhance social cohesion and well-being and ensures that the amenity of the occupiers of adjoining buildings are protected.
- 7.19 There are residential properties fronting the site on Malcolm Road and Woodcote Grove Road which need to be further considered.

Malcolm Road

- 7.20 Due to the change of levels and the site topography, these residents are situated on a higher level to the proposed development. The separation distance at its closest point would be approximately 37 metres. The position of the facility would be behind the existing former CALAT Centre and as such, views would be limited despite the proposed three storey mass. No harmful loss of privacy would occur in relation to these residential properties.

Woodcote Grove Road

- 7.21 The Woodcote Grove Road street frontage is currently of poor quality, given the car park and inadequate landscape treatment. The separation distance from Woodcote Grove residents at its closest point would be approximately 25 metres, which combined with the separation by the road would be adequate. The proposed landscaping and the appearance have been reserved but in general terms, details would need to be of a high quality and could improve the landscaping and visual outlook from these properties, so as not to cause significant visual harm.

Chipstead Valley Road

- 7.22 There are a few properties to the south of the site along Chipstead Valley Road. These properties are located at a lower level and are separated from the site by 48b Chipstead Valley Road. These elevations are in excess of 50 metres from the proposed building which is an acceptable degree of separation, so as not to have an undue impact on loss of privacy.

Daylight/Sunlight Assessment

- 7.23 The applicant has undertaken an assessment which demonstrates the daylight level of the existing neighbouring properties would not be significantly affected by the development and no residential windows will be affected. 92% of the existing windows would meet the BRE recommendation for Vertical Sky Component. The only two windows affected at 48b Chipstead Valley Road (Bright Horizons Coulsdon Day Nursery and Preschool) serve the same room. Given these are large windows the assessment concludes the daylight of this room is unlikely to be significantly affected.
- 7.24 In terms of sunlight of all surrounding existing gardens, none would be affected.

Noise/Light/Disturbance

- 7.25 The applicant has submitted a noise impact assessment which established the existing background sound levels in nearby noise sensitive premises. The background sound levels will set limits for noise emission from any proposed plant, to ensure they are designed so the cumulative noise level is within acceptable limits. The Environmental Health team have confirmed this is acceptable subject to conditions.
- 7.26 There are no hours of use proposed given that the detailed requirements of the proposed end use are not known in full. Details of the hours of use can be determined through the use of planning conditions.

Transport, Parking and Highways Considerations

- 7.27 The New Croydon Local Plan Policy SP8 sets out local requirements to promote sustainable travel and levels of parking. This will also be directed to those areas and District Centres with higher public transport accessibility. Improving connectivity assisted by improved way finding will also be important to enable a shift to more sustainable modes.
- 7.28 The PTAL is 3, which is moderate in terms of public transport accessibility level. The site is within proximity to 9 local bus service routes. Coulsdon Town is the nearest National Railway Station (450m walk to the east) and Coulsdon North Station is a walking distance (650m walk to the south-east).
- 7.29 The submitted TA contains data for parking and predicted vehicle trips generated by the development. At this stage the proposed end user for the building is the NHS, who have expressed an interest in the site. However, full operational requirements are yet to be established, although the indicative information to date suggests that the facility could accommodate 10 consulting rooms and 7 treatment rooms.

Parking

- 7.30 2 on-site car parking spaces and an ambulance turning area have been identified; one space will be a wheelchair accessible spaces. There is the potential for more parking to be provided on site if necessary; although this would need to be addressed through the reserved matters and scheme landscaping.
- 7.31 Parking surveys have indicated that the current car park is underutilised due in part to the narrow access via Chipstead Valley Road. The results indicate the car park had a

maximum accumulation of 2 cars (5% occupied) during the weekday and 3 cars (8% occupied) during Saturday.

- 7.32 The on-street parking survey has been undertaken, indicating that the total on-street parking capacity (accounting for relevant parking restrictions) for the 200m area from the development site amounted to 189 spaces. The survey highlighted that during the daytime on a typical weekday, a total of 34 on-street pay and display spaces and 3 unrestricted parking spaces were available. During the daytime on a typical Saturday, a total of 20 on-street pay and display spaces and 2 unrestricted spaces were available.
- 7.33 The TA have used TRICS and TRAVL databases to provide comparisons with similar NHS facilities within London with a comparable PTAL to this site. Strategic Transport have assessed the TA and the parking accumulation surveys and have confirmed that the proposed community use for an NHS healthcare facility with 2 on-site spaces, ambulance access and shared parking with the community centre could accommodate the peak hour car parking associated with this type of use with the locality.
- 7.34 There is an extensive local cycle network and secure local cycle parking around the site which makes cycling a realistic alternative mode of transport to driving, or taking the bus, for shorter distance travel to and from the site. The proposal will need to supply long stay space per 5 staff; 1 short stay space per 3 staff and 1 long stay space per 8 staff and 1 space per 100sqm GFA. As the scheme is an outline application these details can be secured through the appearance and landscaping both of which are reserved matters.

Trip Generation

- 7.35 The TA confirms that the proposed NHS Centre will comprise 10 consulting rooms and 7 treatment centre. Based on interrogated TRICS data for similar facilities in similar PTAL area it is estimated that the generated peak trips for this type of use and facility would result in two way am peak flows at 23 trips and pm peak at 39 trips, with the same figure allocated to the Saturday peak period since there no trip rates for time within Trip data base.
- 7.36 The peak hour generated vehicle trips has been based on this maximum floor area, and are less than those that would occur with the extant planning permission for the site, and thus would be acceptable.

Access

- 7.37 The access arrangements would be similar to those previously approved (LBC Ref 15/05673/P) with no permitted northbound right turn into the site and a left out only, to prevent right turning causing traffic build up. Subject to a condition this would be acceptable.

Impact on Environmental Conditions

Trees

- 7.38 The Croydon Local Plan policies DM27 DM28 seeks to enhance biodiversity improve access to nature and protect and enhance the borough's woodlands, trees and hedgerows.
- 7.39 The proposal would result in the direct loss of 7 trees; 1 of good quality (B Grade), 5 low quality (C Grade) and 1 that needs removal (U Grade). These are mostly ornamental infill planting and the removal will have a little impact on landscape or amenity. The scheme will require the removal of a B Grade Sycamore at the northern end of the site adjoining the former CALAT Centre. Whilst this is regrettable, it is necessary to enable the development to progress. Landscaping is a future reserved matter, so there will be a requirement for substantial replanting to compensate for the loss.
- 7.40 The Council's tree officer has raised no objection subject to the recommendations of the tree survey and Arb Method Statement, including the tree protection measures, which can be secured by condition.

Ecology

- 7.41 The applicant has submitted ecology reports. The report concluded there was no direct evidence of roosting bats on any site buildings and were afforded low bat roost potential with the surrounding area having negligible bat roost potential. A Further Bat Survey Report was undertaken which identifies mitigation measures to protect these species and recommends that external lighting spillage should be minimised during and post construction along with making sure that replacement planting is "bat friendly". This can be secured by condition.
- 7.42 Further recommendations include general precautionary mitigation measures for wildlife and the adoption of good construction/building/material storage practices. Clearance of all suitable nesting bird habitat (trees, shrubs, climbing ivy and the site buildings) must be completed outside of the nesting bird season (September to February inclusive). These can be secured by condition.
- 7.43 Therefore, subject to conditions the impact on nature conservation is acceptable.

Contamination

- 7.44 Policy DM23 of the Croydon Local Plan 2018 states the Council will promote high standards of development and construction to ensure that future development, would not be detrimental to the health, safety and amenity of users of the site or surrounding land.
- 7.45 The applicants have submitted a Phase 1 Desk Top Study which has been reviewed by the Environmental Health. They have confirmed that there are potentially contaminative on-site and off-site land uses, identifying overall risk for the site is low to moderate/high. It is therefore recommended that an intrusive ground investigation be undertaken prior to commencement and any remedial measures required are completed prior to occupation. Subject to the imposition of a condition along with the Environment Agency requirements, the scheme is in a sound state to progress to the next stage.

Flooding

- 7.46 The Croydon Local Plan states at Policy DM25 that the Council will seek to reduce flood risk and through steering development to lower risk of flooding and applying the sequential test to minimise the risk of flooding.
- 7.47 Whilst the site is located within Flood Zone 1 as designated by the EA (i.e. a low probability of flooding) it is also situated within a Critical Drainage Area. The Surface Water Management Plan states that the critical drainage problems affecting this area are related to surface water flooding, with overland flows from the surrounding topography accumulating along the course of the Chipstead Valley Road which lies in a topographic depression.
- 7.48 The applicants have submitted a Flood Risk Assessment and Drainage Strategy for both CALAT sites (LBC Refs 17/06218/OUT and 17/06217/FUL) with the closest known watercourse to the site is the Merstham Bourne; an ordinary watercourse located approximately 560m south-east of the site as an open ditch. The site not considered to be at a fluvial risk from the watercourse.
- 7.49 The LLFA have raised no objection to the scheme subject to conditions being attached to any approval.
- 7.50 The EA have raised no objection to the scheme subject to the provision of suitable conditions. Furthermore, Thames Water also have no objection and any comments are proposed to be included as informatives.

The Environmental Performance of the Proposed Building

Sustainability

- 7.51 Policy SP6 of the Croydon Local Plan 2018 seeks new developments to reduce energy and carbon dioxide and to incorporate sustainable design and construction methods
- 7.52 Given that the scheme is in outline, with appearance and landscaping as a reserved matter, details of sustainability cannot be finalised at this stage. For a scheme of this size the development would be required to meet 35% Carbon dioxide reduction over 2013 Building Regulations and would need to meet BREEAM Excellent. These requirements can be controlled and delivered through the use of planning conditions.

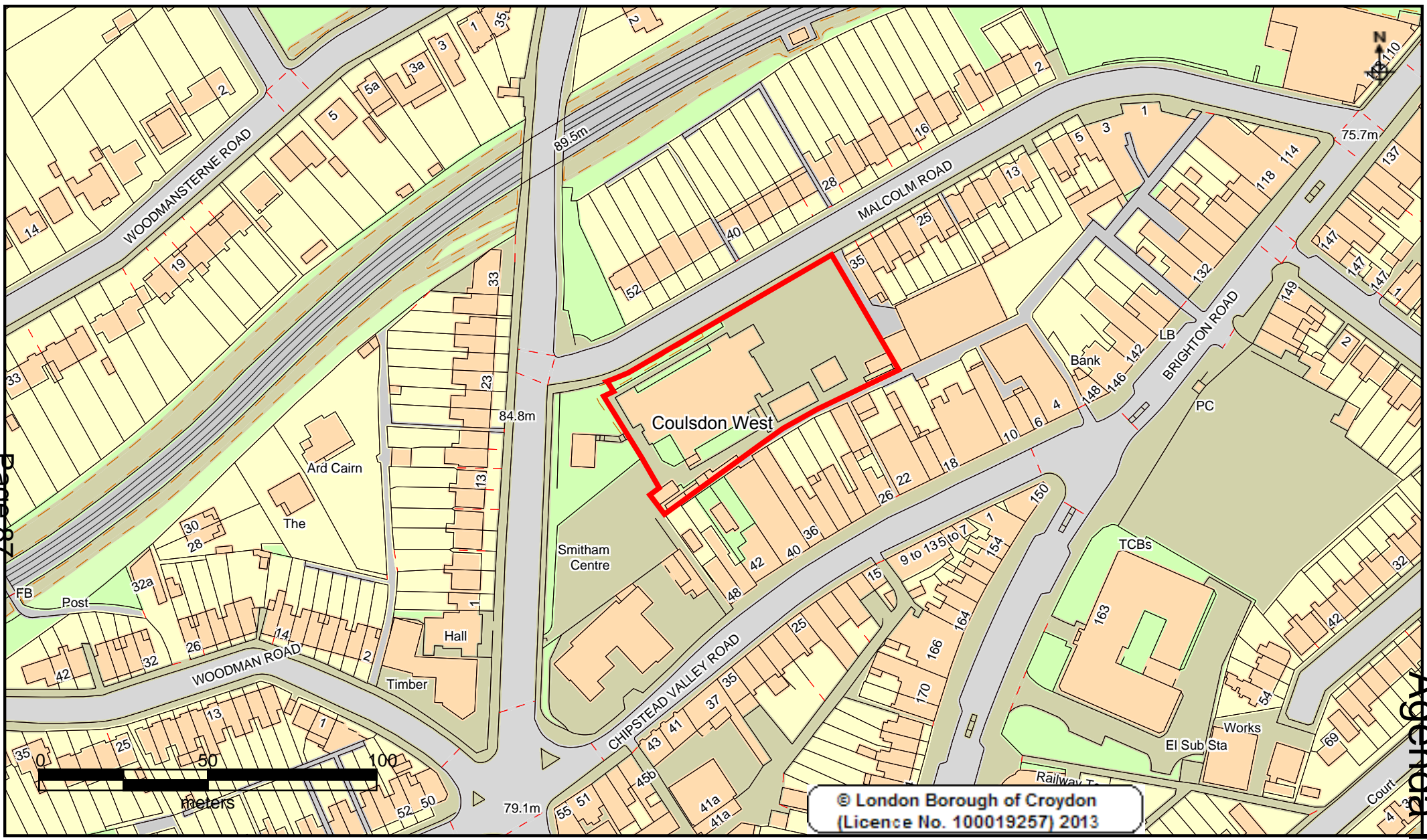
Other Matters

Accessibility

- 7.53 Facilities should be accessible to all sections of the community and the new building requires level access which must be incorporated in the design along with the provision of the on-site disable parking bay.

7 CONCLUSIONS

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



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PART 6: Planning Applications for Decision

Item 6.3

1 APPLICATION DETAILS

Ref: 17/06217/FUL
 Location: Former Croydon Adult Learning and Training (CALAT) Coulsdon Centre, 41 Malcolm Road, Coulsdon CR5 2DB
 Ward: Coulsdon West
 Description: Partial demolition and reconfiguration of the existing building, including the erection of a new multi-purpose function hall together with car parking, landscaping and other associated works
 Drawing Nos: 1602_34-PTA-CC-XX-RP-A-01001 PL1; 1602_34-PTA-CC-ZZ-MP-A-06001 A3 PL1; 1602_34-PTA-CC-ZZ-MP-A-06002 PL1; 1602_34-PTA-CC-ZZ-MS-A-06003 PL1; 1602_34-PTA-CC-ZZ-MS-A-06004 PL1; 1602_34-PTA-CC-ZZ-MS-A-06005 PL1; 1602_34-PTA-CC-ZZ-MS-A-06006 PL1; 1602_34-PTA-CC-ZZ-MP-A-06010 PL1; 1602_34-PTA-CC-LG-MP-A-07001 PL1; 602_34-PTA-CC-00-MP-A-07002 PL1; 1602_34-PTA-CC-RF-MP-A-07004 PL1; 1602_34-PTA-CC-ZZ-ME-A-08001 PL1; 1602_34-PTA-CC-ZZ-ME-A-08002 PL1; 1602_34-PTA-CC-ZZ-ME-A-08003 PL1; 1602_34-PTA-CC-ZZ-ME-A-08004 PL1; 1602_34-PTA-CC-ZZ-MS-A-09001 PL1; 1602_34-PTA-CC-ZZ-MS-A-09002 PL1; 1602_34-PTA-CC-ZZ-MS-A-09003 PL1; 1602_34-PTA-CC-ZZ-MS-A-09004 PL1; 1602_34-PTA-CC-ZZ-MS-A-09005 PL1; 1602_34-PTA-CC-ZZ-MS-A-09006 PL1 and 1602_34-PTA-CC-ZZ-MS-A-09007 PL1
 Applicant: Minal Goswami – Brick by Brick
 Agent: Jennifer Islip – Carter Jonas
 Case Officer: Robert Naylor

	EXISTING COMMUNITY USE	PROPOSED COMMUNITY USE
Floor area	1,110sqm	1,275sqm

Number of car parking spaces	Number of cycle parking spaces
31 including 2 disabled bays	16

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

2 BACKGROUND

2.1 This scheme was presented to Planning Committee as part of the pre-application engagement process (30th November 2017). The following comments were raised:

- Adequacy of parking provision
- Contemporary vs traditional approach to theatre building
- Relationship between NHS and re-provided CCC
- Need to ensure space works for CCC

- Zodiac gym needs relocation
- Energy requirements important
- Parking and disabled provision
- Keen to see community facilities coming into the town centre

2.2 The scheme was presented to the Place Review Panel (PRP) on 27th October 2017. For the purposes of the PRP, the refurbishment of and extensions to the former CALAT Centre was combined with the proposed health centre (See Item 6.2 – LBC Ref 17/06218/OUT). The PRP concluded that whilst the principle of extending the existing building (to include a theatre/badminton hall and other additional community facilities) was accepted, the proposed design required significant development before it can be supported.

2.3 The Panel had the following key observations/recommendations:

- A much more visually and functionally successful scheme for all the facilities proposed for the site will be achieved if the design for the NHS Centre is integrated with and developed simultaneously to the design for the Coulsdon Community Centre
- There should be good access between the NHS Centre and the Coulsdon Community Centre to achieve synergies between these functions
- The Panel questioned the viability of providing significantly more space for community facilities than is currently provided at the existing Coulsdon Community Centre (land to the north-east of Barrie Road) and suggested that more of the spaces should be flexible and multi-functional to potentially enable the overall footprint to be reduced and ensure the future viability and sustainability of the facilities
- The existing former school building is of historic merit as a largely intact former Victorian/Edwardian school and its preservation is supported
- Whilst the principle of extending the former school building to include a theatre/badminton hall was accepted, its proposed location, orientation and integration with the existing historic building was not supported as this would cause its visual appearance and character undue harm
- The articulation of the secondary mass of the extension - with its ad-hoc saw-tooth roof-form – was not supported and the Panel recommended that either flat-roofed contemporary form (consistent with the architecture of the lantern) or a form that more closely reflected the proportions and forms of the architecture of the existing building would be more successful
- The lantern crowning the building is supported to attract passers-by to the facility

3 SUMMARY OF KEY REASONS FOR RECOMMENDATION

3.1 There are no protected land use designations on the site and therefore the principle is acceptable.

3.2 The development would create a community hub within a sustainable location through the re-provision of existing uses to a higher and modern standard.

3.3 The use of high quality external materials and contemporary appearance is supported and heritage assets would be safeguarded.

- 3.4 The layout ensures the proposal would not have a detrimental impact on the amenity of the neighbouring residents.
- 3.5 The development would not have a detrimental impact on highway safety and parking demand can be accommodated on the surrounding road network.
- 3.6 The scheme is acceptable in terms of sustainability and environmental impact.

4 RECOMMENDATION

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

Conditions

- 1) Development implemented in accordance with submitted drawings
- 2) Details of materials to be submitted and approved
- 3) Details of hard and soft landscaping
- 4) Hours of use
- 5) Submission of Arb Method Statement
- 6) Accord with recommendations of Ecological Assessment
- 7) EA Condition - Piling
- 8) Details of Flood Risk Assessment and Drainage Strategy
- 9) Energy and Sustainability Statement recommendations
- 10) Air Quality requirements
- 11) Boilers/Energy/heating plant specifications
- 12) Details of Noise Assessment
- 13) Sound Insulation for conversions
- 14) Noise Management Plan
- 15) Amplified noise - restriction
- 16) Noise from air handling units
- 17) Details of mechanical ventilation equipment
- 18) Odour controls
- 19) Light pollution - restriction
- 20) Submission of low emissions strategy
- 21) Contamination - Site investigation - soil, water & gases
- 22) Details of Car Parking and Events Management Plans
- 23) Travel Plan – for the Centre (Staff and Visitors)
- 24) Details submitted for ECVP; Disabled bays; Cycle facilities; Refuse/Recycling; Sight lines;
- 25) Approval of sustainable travel strategy including car club
- 26) Delivery and servicing management plan
- 27) Approval of Construction Logistics Plan
- 28) Development to commence within three years of the date of permission
- 29) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

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

5 PROPOSAL AND LOCATION DETAILS

Proposal

5.1 The proposal is as follows:

- Demolition of three existing outbuildings to the northeast of the site
- Refurbishment and extension of the existing building
- Erection of a new multi-purpose function hall extension
- D1 community use (for example yoga classes, nursery, theatre group meetings and public performances)
- Provision of 31 car parking spaces including 2 wheelchair accessible spaces.
- Provision of cycle parking
- Landscaping and tree works

Site and Surroundings

5.2 The application site contains the former CALAT Centre, which was vacated back in 2016. The building has most recently been occupied by the Zodiac Gymnastics Club, but they have since relocated to Caterham (January 2018).

5.3 The site is situated within Coulsdon District Centre and has boundaries with Malcolm Road to the north and Woodcote Grove Road to the west. There is a small access to the south of the site onto Chipstead Valley Road. There are significant hardstanding areas including 36 spaces for the existing community use (towards the eastern end of the site) and an additional temporary car parking (40 spaces) situated towards the western side of the site and accessed off Chipstead Valley Road.

5.4 To the north and west of the site are residential properties. The surrounding area to the south of the site is characterised by a mix of residential and commercial uses, with a wide-ranging degree of heights and appearances, which includes Teddies Nursery – operating from a locally listed building. To the south-east is Coulsdon District Centre including various shops, mostly with residential accommodation above within the Primary Shopping Area and Main Retail Frontage. The site lies within an area at risk of surface water and critical drainage flooding as identified by the Croydon Flood Maps.

Planning History

5.5 Whilst there have been no applications in respect to this specific part of the site, there have been two previous permissions involving car parking provision on the western part of the site:

- 15/03700/P - granted in January 2016 for the temporary as a public car park with access off Chipstead Valley Road. This has been implemented.

- 15/05673/P - granted in June 2016 for the use as public car park; formation of vehicular and pedestrian access from Woodcote Grove Road and alterations to car park including resurfacing, line marking, lighting and alterations to Chipstead Valley Road access to pedestrian use only, with a Section 106 attached. This has not been implemented but has established the principle of a permanent site access solution off Woodcote Grove Road.

6 CONSULTATION RESPONSE

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

6.2 The following were consulted regarding the application:

6.3 **Environment Agency** – No objection to the proposed development subject to conditions in respect risks associated with contamination of the site; dealing with unexpected contamination that may be identified during development groundworks; a verification report in relation to a remediation strategy; restriction of infiltration of surface water drainage into the ground and on piling or any other foundation designs using penetrative methods.

[OFFICER COMMENT: Requirements have been captured through use of planning conditions]

6.4 **Lead Local Flood Authority** – No objection subject to conditions.

[OFFICER COMMENT: Requirements have been captured through use of planning conditions]

6.5 **Thames Water** – No objection subject to informative relating surface water drainage and connections to sewage.

[OFFICER COMMENT: Requirements have been captured through use of planning informatives]

7 LOCAL REPRESENTATION

7.1 A total of 88 neighbouring properties were notified about the application and invited to comment. The application has been publicised by way of one or more site notices displayed near 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: 36 Objecting: 15 Supporting: 18 Comment: 3

7.2 The following local groups/societies made representations:

- Old Coulsdon Residents Association [objecting]
- Chipstead Residents Association [objecting]
- Hooley Residents Association [objecting]
- Coulsdon Community Centre [supporting]
- East Coulsdon Residents Association [supporting]
- Hartley & District Residents Association [supporting]

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

Objections

- Lack of parking as the proposed provision is not suitable
- Impacts on the surrounding road networks
- Increase in traffic
- Lack of assessment of the performance of the junction at Lion Green Road and Chipstead Valley Road.
- Increase in danger as regards access
- Loss of light to immediate neighbours
- Increase in light pollution
- Impact on local infrastructure

Supporting comments

- Increased and better community facilities
- A new theatre building would be a welcome addition
- Revitalising community facilities and Coulsdon as a whole
- Supporting the local economy
- Good accessibility
- Good public transport links
- Preserving the original building

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

- Right to light issue for neighbouring buildings
[OFFICER COMMENT: This is a civil matter and not a material planning consideration]

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

- No site notices
[OFFICER COMMENT: The application was advertised by direct neighbour notification, site notice and newspaper advert]

8 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of the development
2. Townscape, design and heritage
3. Impact on adjoining occupiers
4. Transport, parking and highways
5. Impact on environmental conditions

6. Accessibility
7. Sustainability
8. Other planning matters

Principle of the Proposed Development

- 8.2 The Croydon Local Plan 2018 policies SP5 and DM19 allows the loss of existing community facilities only where it can be demonstrated that there is no need for the existing premises or land for a community use and that it no longer can serve the needs of the community. The Plan further supports expansion of such facilities whilst ensuring that they provide flexible and adaptable spaces whilst maximising the capability for multi-use.
- 8.3 The CALAT Centre ceased operation back in 2016 and since then, the main functions have relocated to other centres in New Addington, Thornton Heath, Central Croydon and Sutton College in Wallington. As such, there has been no community use associated with the CALAT Centre since that time, although the building has most recently been occupied by Zodiac Gymnastics Club who have now relocated to a new facility in Caterham.
- 8.4 The scheme is seeking to re-provide the facilities currently offered at the CCC at Barrie Road (proposals for the redevelopment of the existing CCC site for residential purposes appears elsewhere on this agenda as Item 6.4). It is acknowledged that the CCC operates and provides a successful and valued community asset. The application site has been identified as a community hub; with the provision of a new theatre facility the site would be able to accommodate the existing uses from the CCC. The management team at CCC have made representation as part of this application and are supportive of the scheme in principle.
- 8.5 The applicant has worked with CCC to understand their operational requirements and develop a viable and enhanced proposal in a town centre location. The current facility at CCC provides a variety of uses such as theatre workshop for the Amateur Theatre Group, Keep Fit as well as various other fitness activities, various community classes and a nursery.
- 8.6 The proposal will provide 1,275sqm of new and refurbished floor space which will accommodate all the existing uses currently offered. It has also been future-proofed to ensure it has the capacity for new facilities and growth of existing facilities; two halls, additional function and committee rooms, small event space and dedicated nursery facility.
- 8.7 Therefore, the proposal would see no loss of existing community facilities. It would create a new improved community facility in an accessible location and would be an acceptable use.

Townscape, Design and Heritage

- 8.8 Policy SP4 of the Croydon Local Plan 2018 requires development to be of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities.

- 8.9 The site is a prominent location within Coulsdon District Centre. The street retains several historic and visually interesting buildings including the host property itself. The building is very distinctive and its retention and refurbishment is supported. The building is a characterful non-designated heritage asset that contributes positively to the local area.
- 8.10 The new extension incorporates a new multi-use hall which is required to be large enough to host theatre performances and flexible enough to accommodate several different activities. The functional requirements has defined the height which has determined the setting of the floor levels, relative to the existing building. Various designs were explored as part of the pre-application process including single pitched, multi-pitched, barrelled and flat roof designs. A more contemporary flat roof design was the preferred option providing a sympathetic extension whilst allowing for the overall height to be minimised.
- 8.11 Following PRP recommendations, the orientation of the extension has been rotated by 90 degrees. The extension would be higher than the existing building, incorporating a subtly illuminated lantern that would be switched on when the facility is in use.
- 8.12 The design of the proposed new-build element is supported and officers welcome the design changes in response to pre-application and PRP process. These include altering its orientation, improving the relationship with and appreciation of the existing building and simplifying its architectural expression. The proposed lantern structure will act as a civic beacon for Coulsdon and will architecturally signify the community activities taking place.
- 8.13 Whilst it is acknowledged that the building would be higher than buildings typically found in the wider area, given the significant variation in building type and appearance, officers feel that there is scope for a building of the proposed height and design. The new additions work successfully with the existing building.
- 8.14 The scale, height, massing and layout of the proposed building would be reflective of the desire to create a community hub attracting further use and vitality within Coulsdon, enhancing the area in a sustainable location. It would enable the promotion of an underused area, which is considered a distinct benefit to the public.
- 8.15 The proposed material palette for the new building would be relatively simple, albeit high quality and effective. Given the simplicity of the design (which does include some large areas of unrelieved, blank elevation) it is critical that the architectural detailing is realised and that high-quality materials are employed. This can be secured via condition.
- 8.16 Concerns were raised by PRP that this site and the outline scheme (Item 6.2 on the agenda LBC Ref 17/06218/OUT) for the NHS facility have not been designed in a comprehensive and integrated manner. The challenge for these two sites has been progressing the health facility without a firm commitment from the NHS sufficient to progress a detailed response to the planned health facility. For this reason, the proposed health facility has been submitted in outline and it is likely that the proposed extensions and refurbishment of the former CALAT Centre will be delivered in advance. On balance, given the challenging requirements for both this and the proposed health centre, this proposal is of sufficient quality to be acceptable.

Landscaping is a reserved matter for proposed health centre (LBC 17/06218/OUT) and all efforts should be made at that time to tie the two elements together.

- 8.17 The landscape/public realm materials proposed are good quality and would need to fully conform to the Public Realm Design Guide; a condition is therefore recommended.

Heritage

- 8.18 Paragraph 135 of the NPPF states the *“effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset”*.
- 8.19 Policy SP4.12 of the New Croydon Local Plan states the Council and its partners will respect and optimise opportunities to enhance Croydon’s heritage assets, their setting and the historic landscape, including through high quality new development and public realm that respects the local character and is well integrated.
- 8.20 The building was built as a school in 1912, probably in association with the neighbouring locally listed Old Smitham Bottom School. Although not formally locally listed nor statutorily listed, it is a non-designated heritage asset. Other heritage designations in proximity are the locally listed Old Smitham Bottom School, St Andrew’s Church and 150 Brighton Road, and two Local Heritage Areas on Chipstead Valley Road (St Dunstan’s Cottages) and Station Approach.
- 8.21 The only external sections of the building that will be removed will be the modern extensions that have been added to the north-east elevation of the original building. Whilst it is acknowledged that there would be some harm to the non-designated heritage asset, the scale of the harm would not impact on its significance and subject to the incorporation of high quality detailing and materials (secured by conditions) this would be acceptable in heritage terms.
- 8.22 Additional viewpoints have been supplied to assess the impact on the setting of the identified non-designated heritage assets. From an assessment of these views, it is apparent that there are some areas where the proposed development would have an impact on the setting of surrounding non-designated heritage assets. Officers have nevertheless concluded that the scale of harm would be negligible and would not be significant to these heritage assets. Officers are satisfied that the proposed development would comply with paragraph 135 of the NPPF.

Impact on Adjoining Residents

- 8.23 The Croydon Local Plan 2018 policy SP4 seeks to respect and enhance character to create sustainable communities and enhance social cohesion and well-being and ensures that the amenity of the occupiers of adjoining buildings are protected.
- 8.24 There are residential properties fronting and adjoining the site on Malcolm Road and to the rear on Chipstead Valley Road. The site is already in D1 use and therefore is entirely acceptable. However, the proposal would include the extension of the facility and the creation of the new multi-use hall which is required to be large enough to host theatre performances.

Malcolm Road (opposite)

- 8.25 The separation distance at its closest point is more than 35 metres which, combined with road separation and lack of upper floor window openings, means no harmful loss of privacy would occur in relation to these residential properties. The existing trees and proposed landscaping of the scheme would help to safeguard visual outlook from these properties as not to cause significant harm.

35 Malcolm Road (adjoining the site)

- 8.26 The main increase in bulk of the proposed multi-use hall would be experienced from this adjoining property. There is good separation of approximately 20m which is acceptable. Whilst it is acknowledged that there are four upper floor windows serving habitable rooms in 35 Malcolm Road, given that there are no additional windows proposed on the hall, it will not unduly impact on the amenities of this neighbouring property in terms of loss of privacy.

Chipstead Valley Road

- 8.27 There are several properties to the south of the site along Chipstead Valley Road. The proposal contains no additional windows on the south elevation and as such there would be no loss of privacy experienced at these properties. These properties are located at a lower level and are approximately 25 metres from the proposed unit and as such the degree of separation is acceptable, in visual amenity terms.

Daylight/Sunlight

- 8.28 The applicant has undertaken a daylight and sunlight assessment which demonstrates the scheme does not exceed the 25 degree line from the centre of the windows on Malcolm Road and therefore would not have a substantial effect on the diffuse skylight experienced by the existing buildings.
- 8.29 The existing windows at 35 Malcolm Road and 12-48 Chipstead Valley Road were assessed and 100% of the windows meet the BRE recommendations for daylight and sunlight.
- 8.30 The sunlight in existing gardens was assessed and it will not be affected by the proposed extension. The scheme would therefore accord with the BRE criteria for daylight and sunlight.

Noise/Light/Disturbance

- 8.31 The proposal includes the provision of an illuminated lantern which will be in operation when the premises are open, providing a subtle glow as a focal point within Coulsdon Town Centre. There are no lux level details submitted, so a condition is necessary to ensure lighting levels are suitable from an amenity perspective.
- 8.32 The hours of use can also be conditioned. The applicant has suggested activity at the community centre should be between 0700hrs – 2300hrs Monday to Sunday with no person on site after midnight. These have been reviewed by the Environmental Health team who have stated that subject to a conditioning these hours, this would be

acceptable. In respect to noise, disturbance, odour and light pollution, these issues can be mitigated through the use of suitable conditions.

Transport, Parking and Highways

- 8.33 The Croydon Local Plan Policy SP8 sets out local requirements to promote sustainable travel and levels of parking. This will also be directed to those areas and District Centres with higher public transport accessibility. Improving connectivity assisted by improved way finding will also be important to enable a shift to more sustainable modes.
- 8.34 The Public Transport Accessibility Level (PTAL) is 3 which is defined as moderate. The site is within close proximity to 9 local bus service routes a 450 metre walk to Coulsdon Town Railway Station and 650 metre walk to Coulsdon North Station. Coulsdon Town Centre is protected by a Controlled Parking Zone (CPZ).
- 8.35 The submitted Transport Assessment (TA) contains data for parking and predicted vehicle trips generated by the development.

Parking

- 8.36 A total of 31 on-site car parking spaces will support this D1 facility, of which 2 will be wheelchair accessible spaces. This is in line with the Council's car parking standards.
- 8.37 Strategic Transport have assessed the applicant's TA and the parking accumulation surveys undertaken. The existing community use provided by CCC at the Barrie Close site operates well with 35 parking spaces and capacity issues is an issue only in exceptional circumstances; mainly during theatre group productions approximately four times a year. The location of their new facility would be in a higher (PTAL3) than the existing building (PTAL2) and as such the site would be more accessible via public transport means and may well be less reliant on the private car.
- 8.38 The on-street parking survey has been undertaken, indicating that the total on-street parking capacity (accounting for relevant parking restrictions) for the 200m area from the development site amounted to 189 spaces. Pay and display parking bays with 1hr maximum stay were excluded from the survey as they were considered unsuitable for the functions of the CCC and also accounted for existing parking restrictions. In a worst-case scenario, the survey confirmed there would be 60 on-street spaces available for use after 5pm, increasing to 76 spaces after 7pm, which is adequate to cater for any overflow associated with the proposal.
- 8.39 The TA states that for a typical weekday and Saturday morning/evening, on-street parking availability within 200m walk of the site is adequate for the development. Strategic Transport support this position and as such the scheme would not have a detrimental impact on the parking provision of the surrounding area.
- 8.40 There is an established local cycle network and secure local cycle parking around the site. Cycling is a realistic alternative mode of transport to driving, or taking the bus, for shorter distance travel to and from the site. The provision of 16 cycle parking spaces at the pedestrian entrance to the site would accord with policy.

Trip Generation

- 8.41 Given that the proposed development is to accommodate the activities of the existing CCC, the TA confirms that the anticipated generated trips from the development would be similar to the existing operation, with trips already on the road network, albeit in a more accessible location. However, there is scope for future expansion and among the activities programmed would be the provision of 4 evening theatre productions a year. These would be undertaken outside network peak periods attracting an estimated 160 people at a time. A draft car parking management plan has been submitted as part of the amended TA, full details of which could be secured by condition.
- 8.42 The existing CCC use provides a nursery and this has been accounted for within the TA, as a direct transfer of nursery operations to the proposed site. Given that the trips associated with the nursery have already been considered in the survey and the proposed nursery will continue to operate during the same off-peak times (09.15 - 15.15 Monday to Friday, term time only) it is unlikely that the trip generation would be impacted. Furthermore, given the location closer to the town centre, the relocation would be likely to result in linked trips or pass-by trips to the nursery, with parents dropping their children off before heading to work/going shopping.
- 8.43 The site will generate minimal peak hour trips, given the re-provision of the existing uses within the CCC to the application site, combined with the sites higher PTAL means the scheme would be acceptable.

Servicing and delivery

- 8.44 Refuse collection (to the east of the site) will continue to be undertaken on Malcolm Road, as in the current situation. The bin store will be located near the pedestrian entrance and waste would be moved on collection day to the presentation point near the vehicular access on Malcolm Road.
- 8.45 General deliveries will continue to take place using the existing single yellow line on Malcolm Road. Minimal deliveries are expected and most of the time transit sized vehicles would perform the deliveries. A delivery and servicing plan would be secured by condition to ensure this is adequately controlled.
- 8.46 Fire services will be able to access car park from Malcolm Road, or via the new access from Woodcote Grove Road for the Health Centre application.

Impact on Environmental Conditions

Trees

- 8.47 The Croydon Local Plan policies DM27 and DM28 seeks to enhance biodiversity, improve access to nature and protect and enhance the borough's woodlands, trees and hedgerows.
- 8.48 The proposal would not result in the loss of any trees. The tree officer has raised no objection subject to the recommendations of the tree survey and Arb Method Statement including the tree protection measures. This can be secured by way of a condition.

Ecology

- 8.49 The applicant has submitted ecology reports. The report concluded there was no direct evidence of roosting bats on any site buildings and were afforded low bat roost potential. A further Bat Survey Report was undertaken which identifies mitigation measures recommended for the protection of these species and recommend that external lighting spillage should be minimised during and post construction and replacement planting is recommended which should be bat friendly. This can be secured by condition.
- 8.50 Further recommendations include general precautionary mitigation measures for wildlife and the adoption of good construction/building/material storage practices. Clearance of all suitable nesting bird habitat (trees, shrubs, climbing ivy and the site buildings) must be completed outside of the nesting bird season (September to February inclusive). These can be secured by condition.
- 8.51 Therefore, subject to conditions the impact on nature conservation is acceptable.

Flooding Implications

- 8.52 The Croydon Local Plan 2018 states at Policy DM25 that the Council will seek to reduce flood risk and through steering development to lower risk of flooding and applying the sequential test to minimise the risk of flooding.
- 8.53 Whilst the site is located within Flood Zone 1 as designated by the EA (i.e. a low probability of flooding), it is also situated within a Critical Drainage Area. The Surface Water Management Plan states that the critical drainage problems affecting this area are related to surface water flooding, with overland flows from the surrounding topography accumulating along the course of the Chipstead Valley Road which lies in a topographic depression.
- 8.54 The applicants have submitted a Flood Risk Assessment and Drainage Strategy for both sites (covering LBC Ref 17/06218/OUT and 17/06218/OUT) with the closest known watercourse being the Merstham Bourne; an ordinary watercourse located approximately 560m southeast of the site as an open ditch. The site not considered to be at a fluvial risk from the watercourse.
- 8.55 The LLFA have raised no objection to the scheme subject to conditions being attached to any approval. The EA have raised no objection to the scheme subject to conditions that have been attached. Furthermore, Thames Water also have no objection; their comments have been included as an informative.

Contamination

- 8.56 Policy DM23 of the Croydon Local Plan 2018 states the Council will promote high standards of development and construction to ensure that future development, would not be detrimental to the health, safety and amenity of users of the site or surrounding land.
- 8.57 The applicants have submitted a Phase 1 Desk Top Study which has been reviewed by the Environmental Health who confirmed there are potentially contaminative onsite and offsite land uses, identifying overall risk for the site as low to moderate/high. It is recommended an intrusive ground investigation be undertaken prior to

commencement and any remedial measures required are completed prior to occupation. Subject to a condition along with the Environment Agency requirements, this is safeguarded.

Accessibility

- 8.58 The main access to the east of the site is step free. Two wheelchair user dedicated parking spaces are provided close to the main entrance and the proposed new main entrance will provide flush access.
- 8.59 The proposed access from the nursery garden comprises a new set of external doors and a slope, suitable for buggies and wheelchair users. The nursery garden has a secure perimeter, with the main access located to the west of the building. New toilets, including two wheelchair accessible cubicles, are proposed. As such the proposals are fully compliant with Part M.

Sustainability

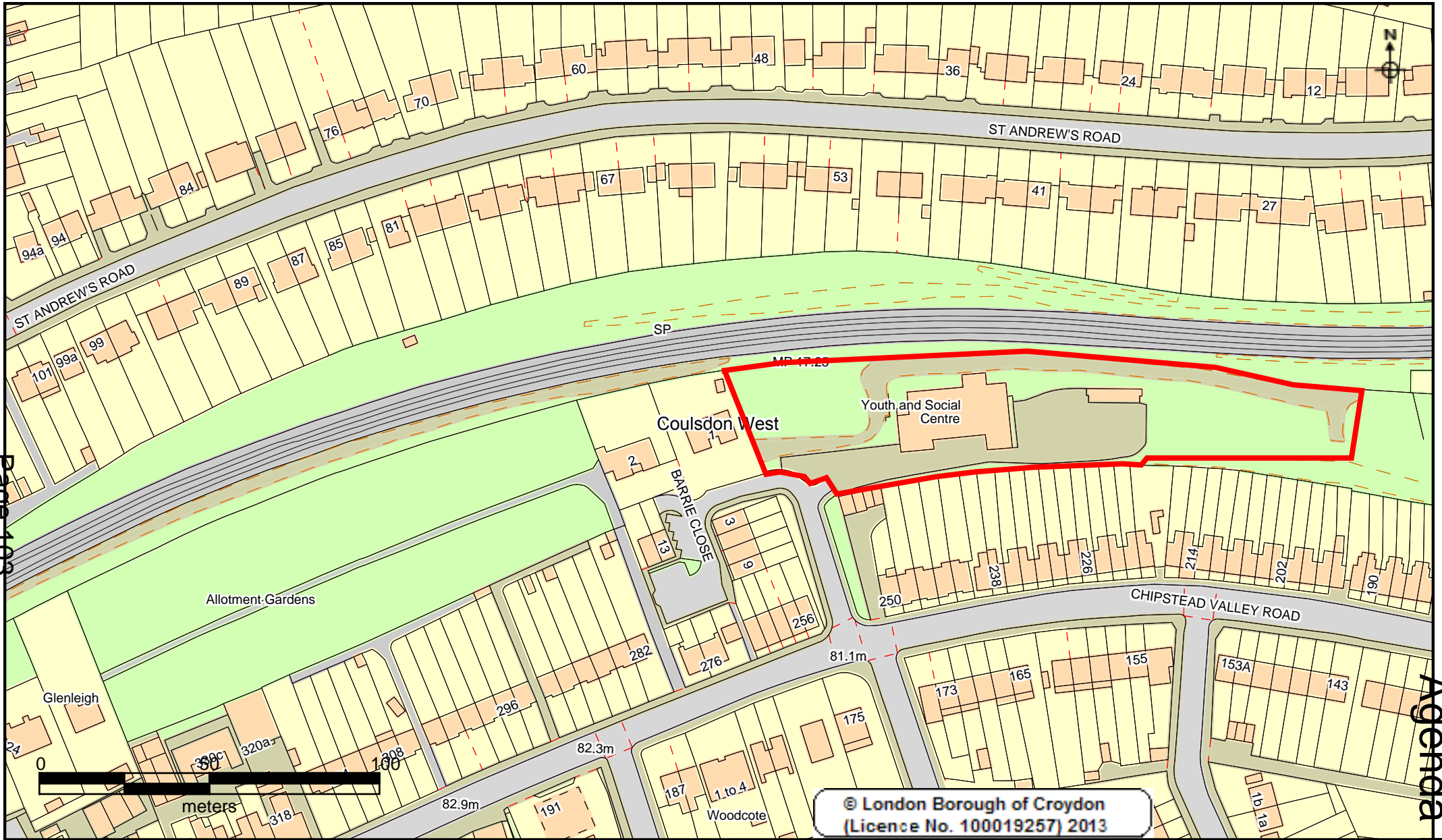
- 8.60 Policy SP6 of the Croydon Local Plan 2018 seeks new developments to reduce energy and carbon dioxide and to incorporate sustainable design and construction methods.
- 8.61 The proposal is for a refurbishment of the existing centre and the erection of a new theatre at the site. The new build and refurbishment elements would be subject to different criterion. Given the floorspace is below the threshold for a BREEAM requirement and as such energy/sustainability conditions would not be necessary.
- 8.62 Nevertheless, the applicant has submitted an Energy and Sustainability Statement that has considered the full array of options and technologies for energy efficiency available now and in the future. The scheme proposes extensive energy efficiency measures to be incorporated into the design along with proposed low and zero carbon measures resulting in carbon dioxide savings of 16.4%. This is acceptable.

Other Matters

- 8.63 Impact on local infrastructure – the scheme seeks to re-provide CCC from the existing Barrie Close site to a more sustainable and accessible location. As such the impact on the local services should be negligible. It is important to note that the scheme itself is not CIL liable, given that it is for a D1 use.

9 CONCLUSIONS

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



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PART 6: Planning Applications for Decision

Item 6.4

1 APPLICATION DETAILS

Ref: 17/06216/FUL
 Location: Coulsdon Community Centre (CCC), Barrie Close, Coulsdon CR5 3BE
 Ward: Coulsdon West
 Description: Demolition of existing community centre and erection of 33 residential units comprising 4X1 bedroom flats, 12x2 bedroom flats and 17x3 bedroom houses, together with provision of car parking, landscaping and other associated works.
 Drawing Nos: 1602_33-PTA-ZZ-XX-RP-A-01001 PL1; 1602_33-PTA-ZZ-00-MP-A-06001 PL1; 1602_33-PTA-ZZ-00-MP-A-06002 PL1; 1602_33-PTA-ZZ-00-MP-A-06003 PL1; 1602_33-PTA-ZZ-ZZ-ME-A-06010 PL1; 1602_33-PTA-ZZ-ZZ-MS-A-06020 PL1; 1602_33-PTA-ZZ-ZZ-MS-A-06021 PL1; 1602_33-PTA-ZZ-00-MP-A-07001 PL1; 1602_33-PTA-ZZ-01-MP-A-07002 PL1; 1602_33-PTA-ZZ-02-MP-A-07003 PL1; 1602_33-PTA-ZZ-03-MP-A-07004 PL1; 1602_33-PTA-ZZ-RF-MP-A-07005 PL1; 1602_33-PTA-H1-ZZ-MP-A-07010 PL1; 1602_33-PTA-H2-ZZ-MP-A-07011 PL1; 1602_33-PTA-VZ-ZZ-MP-A-07020 PL1; 1602_33-PTA-VZ-ZZ-MP-A-07021 PL1; 1602_33-PTA-VZ-ZZ-MP-A-07022 PL1; 1602_33-PTA-ZZ-ZZ-ME-A-08001 PL1; 1602_33-PTA-ZZ-ZZ-ME-A-08002 PL1; 1602_33-PTA-HA-ZZ-ME-A-08010 PL2; 1602_33-PTA-HB-ZZ-ME-A-08011 PL1; 1602_33-PTA-HC-ZZ-ME-A-08012 PL1; 1602_33-PTA-HD-ZZ-ME-A-08013 PL1; 1602_33-PTA-HE-ZZ-ME-A-08014 PL1; 1602_33-PTA-HF-ZZ-ME-A-08015 PL2; 1602_33-PTA-VZ-ZZ-ME-A-08030 PL1; 1602_33-PTA-ZZ-ZZ-MS-A-09001 PL1; 1602_33-PTA-ZZ-ZZ-MS-A-09002 PL1; 1602_33-PTA-HF-ZZ-MD-A-21001 PL1; 1602_33-PTA-HE-ZZ-MD-A-21002 PL1; 1602_33-PTA-VB-ZZ-MD-A-21003 PL1
 Applicant: Minal Goswami – Brick by Brick
 Agent: Jennifer Islip – Carter Jonas
 Case Officer: Robert Naylor

	1B 2P	2B 3P	2B 4P	3B 5P	TOTAL	%
AFFORDABLE	2 (AR) 2 (SO)	4 (AR) 4 (SO)	2 (AR) 2 (SO)	0 (AR) 0 (SO)	8 8	24% 24%
PRIVATE	0	0	0	17	17	52%
TOTAL	4	8	4	17	33	
FAMILY UNITS	12%	24%	12%	52%		

Number of car parking spaces	Number of cycle parking spaces
30 residential car parking spaces including 4 disabled bays	62

1.1 This application is being reported to Planning Committee because the Ward Councillor (Cllr Mario Creatura) made representations in accordance with the Committee Consideration Criteria and requested Planning Committee consideration. Furthermore,

objections above the threshold in the Committee Consideration Criteria have been received.

2 BACKGROUND

2.1 This scheme was presented to Planning Committee as part of the pre-application process (30th November 2017). The following comments were raised by the Committee:

- Releasing site for 33 houses supported
- Support for development design – interesting scheme
- Linear form of development – can be challenging
- Will the garages actually be utilised?
- Potential for car ports over garages
- Reasonable amount of parking proposed
- The importance of a balance between sufficient parking and houses and other community facilities which are desperately needed

2.2 The scheme was presented to the Place Review Panel (PRP) on 27th October 2017. Whilst PRP concluded that the scheme had the potential to provide much needed high quality residential accommodation, significant design development was required before it could gain PRP support, including potentially fundamentally revisiting the layout. The site has two key positive qualities – the steep, wooded railway embankment and the views across the Coulsdon valley. Its key challenges are its narrowness, particularly at the eastern end and the constraints associated with the railway embankment, namely overshadowing, drainage and usability of parts of the site.

2.3 The Panel had the following key observations/recommendations:

- Supports the proposal to build predominantly houses on the site of three-storeys
- Aspect and daylighting of the ground floor rooms should be improved.
- Space taken up with ground floor garages would be better used as habitable rooms that would have good views and would provide natural surveillance and take full advantage of the Southerly aspect.
- Approach to parking should be reconsidered in favour of creating the best possible homes and a well overlooked street.
- Proposed rear garden / external private amenity spaces require further design and definition to ensure that they will realistically be useable, not excessively over-shadowed and of a high quality.
- Taper of the site and the form and qualities of the railway embankment should inform the scheme layout, which may need to change along its length.
- At the eastern end of the site, the quantity and location of the space provided for vehicular access and parking/garage storage, unduly harms the quality of the residential accommodation and private amenity spaces.
- The terrace of housing should be broken up to break the monotony of the terrace, improve views, daylighting and the quality of light reaching the proposed rear gardens.
- Clarity is required on which trees are proposed to be felled.
- Construction constraints and permissions required from Network Rail to construct close-to and alter the railway embankment should be obtained as soon as possible and these constraints should influence the designs.
- The inclusion of affordable housing is strongly encouraged.

- The local heritage value of the existing buildings on site should be recorded including through a set of photographs.

3 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 3.1 The CCC is an important and well used community facility which will be relocated and re-provided at the former CALAT Centre (see Item 6.3 LBC Ref 17/06217/FUL) along with new and improved facilities to ensure the CCC continues and has potential for future expansion. Subject to delivery of the new facilities and occupation prior to demolition of the CCC building (to be secured through the future legal agreement) the release of the site for residential use is acceptable in principle.
- 3.2 The development would provide 48% affordable housing. A viability assessment has been submitted and independently verified to confirm that this is the maximum reasonable level of affordable housing which the development is able to provide. The tenure mix within the affordable housing would be 50% affordable rent to 50% intermediate housing which is also acceptable, in view of the overall level of provision.
- 3.3 In relation to heritage assets, the public benefits of the scheme would outweigh any significance or harm caused to non-designated heritage assets, albeit subject to the imposition of planning conditions.
- 3.4 The linear appearance of the scheme is the most appropriate design response and in terms of its bulk, height, layout and massing, would be acceptable.
- 3.5 The development would comply with residential standards and the living conditions provided for future residents would be acceptable.
- 3.6 The development proposes a mix of 1, 2 and 3 bedroom homes. 60% of units would be suitable sized as family occupation.
- 3.7 Subject to conditions the proposal is acceptable on neighbouring amenity.
- 3.8 The development would have a low risk of flooding from watercourses and the scheme has been designed so that it suitably mitigates surface water flooding – with planning conditions to provide and deliver detailed mitigation (including SUDs).
- 3.9 Any loss of trees would be mitigated through the provision of good quality replacements as part of the overall landscaping scheme.
- 3.10 The development would not have a detrimental impact on highway safety and any further car parking demand (especially visitors to the site) can be accommodated on the surrounding road network.
- 3.11 The scheme is acceptable in terms of sustainability and environmental impact
- 3.12 The sustainability aspects of the scheme are acceptable.

4 RECOMMENDATION

- 4.1 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) Legal agreement to secure the following planning obligations:
 - a) No demolition of CCC until facilities provided on former CALAT site (LBC Ref 17/06217/FUL)
 - b) Delivery of affordable housing in advance of private housing
 - c) Provision of Travel Plan including monitoring
 - d) Local employment and training strategy
 - e) Car club spaces and membership
 - f) Restrictions on future residents obtaining parking permits
 - g) Air quality
 - h) Carbon offset payment
 - i) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport
- 2) Development implemented in accordance with submitted drawings
- 3) Details of materials to be submitted and approved
- 4) Details of hard and soft landscaping
- 5) Submission of Arb Method Statement
- 6) Photographic survey for historic records - Internal and External
- 7) Retention and re-provision of the Gas Lamp
- 8) Accord with recommendations of Ecological Assessment
- 9) EA Condition - Piling
- 10) Details of Flood Risk Mitigation (including SUDs)
- 11) Water efficiency
- 12) Sustainable development 35% carbon reduction
- 13) Air Quality requirements to be submitted
- 14) Boilers/Energy/heating plant specifications
- 15) Details of Noise Assessment
- 16) Noise standard for living rooms and bedrooms
- 17) Noise from air handling units
- 18) Details of mechanical ventilation equipment
- 19) Submission of low emissions strategy
- 20) Contamination - Site investigation - soil, water & gases
- 21) Remove PD rights on houses
- 22) Garages retained for car parking
- 23) Light pollution - restriction
- 24) Details submitted for ECVP; Disabled bays; Cycle facilities; Refuse/Recycling; Sight lines;
- 25) Approval of sustainable travel strategy
- 26) Delivery and servicing management plan
- 27) Approval of Construction Logistics Plan
- 28) Development to commence within three years of the date of permission
- 29) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Requirement for Highway Licence and S.278 under the Highways Act

- 2) Code of Practice on Construction Sites – ‘Control of Pollution and Noise from Demolition and Construction Sites’ and ‘The Control of dust and emissions from construction and demolition’.
- 3) Network Rail informatives
- 4) Thames Water informatives
- 5) Any [other] informative(s) considered necessary by the Director of Planning

5 PROPOSAL AND LOCATION DETAILS

Proposal

5.1 The proposal is as follows:

- Demolition of the existing community building
- Erection of 33 residential units comprising two flatted developments of 4 x 1 bedroom flats and 12 x 2 bedroom flats, together with 17 x 3 bedroom houses
- Provision of 17 private sale and 16 affordable units
- 30 residential car parking spaces (including 4 disabled bays)
- Hard and soft landscaping works

Site and Surroundings

- 5.2 The application site is located on the eastern side of Barrie Close and is currently occupied by the CCC which is accessed via Barrie Close. The site is located to the rear of properties fronting Chipstead Valley Road to the south and is bounded by the railway line to the north.
- 5.3 The site has many mature trees, although none of these are protected through a Tree Preservation Order. However, they are well established and are of high amenity value. The PTAL rating of the site is 2 and Chipstead Valley Road is a local distributor road.
- 5.4 Whilst the site is not subject to any designations, its current use is as a community centre (which is well used and valued locally) and there is a requirement to re-provide this facility as part of the overall BxB tranche as explained in the Overview Report (Item 6.0) and later in this report.

Planning History

5.5 There is limited relevant planning history associated with this site as follows:

- 93/01732/P - Siting of container for storage purposes. Permission Granted: 17 November 1998
- 98/02320/P - Extension of existing carpark; re-location of existing gates and railings. Permission Granted: 4th November 1998

6 CONSULTATION RESPONSE

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

6.3 **Network Rail:** No objection raised subject to informatives in respect to encroachment onto Network Rail land; Future maintenance; Drainage; Plant & Materials; Scaffolding; Piling; Fencing; Lighting; Noise and Vibration; and Vehicle Incursion.

[OFFICER COMMENT: these have been included as informatives]

6.4 **Environment Agency:** No objection to the proposed development subject to conditions in respect risks associated with contamination of the site; dealing with unexpected contamination that may be identified during development groundworks; a verification report in relation to a remediation strategy; restriction of infiltration of surface water drainage into the ground and on piling or any other foundation designs using penetrative methods.

[OFFICER COMMENT: these have been attached as conditions]

6.5 **East Surrey Badger Protection Society:** Recommends that a badger survey is carried out.

[OFFICER COMMENT: the applicant has supplied ecological surveys recommending that further surveys are undertaken. This has been secured by condition]

6.6 **Lead Local Flood Authority:** No objection subject to conditions.

[OFFICER COMMENT: These have been attached as a condition]

6.7 **Thames Water:** No objection subject to informative relating surface water drainage and connections to sewage.

[OFFICER COMMENT: these have been attached]

7 LOCAL REPRESENTATION

7.1 A total of 43 neighbouring properties were notified about the application and invited to comment. The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. The application has also been publicised in the local press. The number of representations received from neighbours, local groups etc. in response to notification and publicity of the application were as follows:

No of individual responses: 187 Objecting: 167 Supporting: 17 Comment: 3

7.2 The following local groups/societies made representations:

- Chipstead Residents Association [objecting]
- Hooley Residents Association [objecting]
- Coulsdon Community Centre [supporting]
- Coulsdon West Residents Association [supporting]
- East Coulsdon Residents Association [supporting]
- Hartley & District Residents Association [supporting]

7.3 The following Councillor made representations:

- Councillor Mario Creatura [objecting]

7.4 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

- Adding to congestion
- Overdevelopment
- Loss of well used a cherished community facility
- Impact on local services especially schools
- Noise and disturbance
- Not enough parking - already heavily over parked area
- Impact on traffic
- Impact on the junction at A237 Lion Green Road and B2032 Chipstead Valley Road
- Overbearing impact
- Loss of privacy and overlooking
- Loss of light
- Out of keeping with the area
- Visually intrusive
- Too high, particularly the 4 storey element
- Land contamination
- Environmental impact in respect to removal of the trees
- Health and safety concerns
- Cramped development
- Concerns over railway embankment
- Impact on the wildlife
- Flooding and water drainage and sewage issues
- Impact on local shops

Supporting comments

- Will provide much needed affordable housing
- Appropriate development with a residential area
- Modernisation of the community facilities in a more accessible location
- Revitalising community facilities and Coulsdon as a whole
- Supporting the local economy
- Good accessibility

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

- Right to light issue for neighbouring buildings
[OFFICER COMMENT: This is a civil matter and not a material planning consideration]
- Waste of taxpayers' money
[OFFICER COMMENT: The local planning authority is obliged to consider and determine all applications submitted.]

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

- No site notices
[OFFICER COMMENT: The application was advertised by direct neighbour notification, site notice and newspaper advert]
- Underhand tactic/submission date/lack of time to respond

[OFFICER COMMENT: The deadline for responses was extended by a further week given the submission at during the festive season]

8 MATERIAL PLANNING CONSIDERATIONS

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

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

Principle of the Proposed Development

8.2 Policy DM20 of the Croydon Local Plan 2018 permits the loss of existing community facilities where it can be demonstrated that there is no need for the existing premises or land for a community use and that it no longer has the ability to serve the needs of the community. It further stated that the Council will permit the loss of existing community facilities where community facilities for a specific end user that meet current or future needs are provided.

8.3 The scheme to redevelop the existing CCC site for residential purposes is linked to the application at the former CALAT site (Item 6.3 - 17/06217/FUL) which seeks to re-provide the current facilities offered at the CCC in a newly refurbished and extended building, which also has the opportunity to provide a wider range of community uses. The applicant has demonstrated that the new facility at the former CALAT Centre will accommodate all the existing uses currently offered at CCC as well as capacity for further growth.

8.4 As such, given that the provision of the existing community use would be adequately provided elsewhere within Coulsdon District Centre, the principle of residential redevelopment would be acceptable. This re-provision would be secured through a future legal agreement and any future redevelopment of the current CCC facility will not be able to progress until such time as replacement facilities are provided.

Housing (Affordable Housing, Tenure and Mix)

8.5 The Croydon Local Plan 2018 Policy SP2.4 states that to deliver affordable housing on sites able to deliver ten or more dwellings, the Council will negotiate to achieve up to 50% affordable housing, subject to viability and seek a 60:40 ratio between affordable rented homes and intermediate (including starter homes). The policy goes on to say (Policy SP2.5) that the Council will require a minimum of 30% affordable housing on the same site as the proposed development or through other means (off site or via review mechanisms) if on site provision is not viable. Policy SP2.6 advises that the Council will only accepted commuted sums in lieu of affordable housing in exceptional circumstances

- 3.4 In terms of affordable housing, the scheme proposes 48% affordable housing (at a ratio of 50:50 affordable rented and shared ownership). Whilst it is acknowledged that the site does not achieve 50% and that the tenure split fails to comply with policy) with equal provision of affordable rent and shared ownership tenures, the scheme proposes affordable housing in excess of the policy minimum, with affordable housing and private sale housing being delivered on the same site. Similarly, in view of the overall level of affordable housing offered, officers consider the tenure mix to be acceptable, especially as a policy compliant tenure split would have been deliverable (with the 30% minimum requirement) and the 48% offer would deliver more affordable rented units (numerically) compared to a 30% level (delivered at 60-40) .
- 8.6 The viability has been assessed by an independent viability advisor who has indicated that the amount of affordable housing being proposed constitutes the maximum reasonable level as the scheme will need to assist in the funding for the off-site community uses (Item 6.3 and 6.4) planning obligation requirements which are generated by both the proposed development and also the Lion Green Road Car Park site.

Housing Mix

- 8.7 The Croydon Local Plan Policy DM1 requires the provision of homes designed with 3 or more bedrooms on sites of 10 or more, although within three years of the adoption of this plan and where a viability assessment demonstrates that larger homes would not be viable, an element may be substituted by two bedroom, four person homes.
- 8.8 Given the urban location (PTAL 2), the minimum percentage of family units would be 60% which would comply with policy. The scheme is currently providing 52% of the units as three bedroom homes, with a further 12% of the units as two bedroom, four person homes. Taken together, this would exceed the 60% policy requirement and should be welcomed
- 8.9 Whilst it is relevant that none of the 3 bed units would be incorporated into affordable tenures affordable units have 3 or more bedrooms, the applicant has confirmed that Coulsdon West Ward contains a greater than average percentage of larger three bedroom properties compared to the borough average and there is a significant need for smaller affordable units. This position is accepted by officers and should help deliver a more mixed and balanced community.

Townscape, Design and Heritage

- 8.10 Policy SP4 of the Croydon Local Plan requires development to be of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities.
- 8.11 The site has two key qualities; the steep, wooded railway embankment and fine views across the Coulsdon Valley. The wooded railway embankment to the north of the site provides high quality visual amenity as well as an interesting environment for future residents including potential for natural play. The access-way to the south should help ensure that the maximum number of trees situated on the embankment are retained,

with the front elevations of the proposed dwellings benefiting from a south facing aspect.

- 8.12 The proposed houses in the centre of the site are proposed as three storeys (3 bedroom houses) with varying roof forms to create visual interest without adding to the bulk and mass. The blocks at either end of the linear site would form two villa style properties. The blocks would be identical and would extend to three storeys in height with accommodation in roof. This approach would help optimise the developable area for housing, whilst reducing the visual impact to the residents fronting onto Chipstead Valley Road. The western-most villa building should also provide a suitable marker at the end of the access route into the site.
- 8.13 The scheme would be acceptable in design terms, given that it optimises use of this back-land site. Positive steps have been taken (following the PRP) including affordable housing provision; reducing the potential monotony of the terrace and to provision of more natural surveillance of the street; variation across the row of house types; landscape design and public realm design and further consideration of the heritage value of existing buildings on site.
- 8.14 In terms of the scale, height and massing these are appropriate for the location, with the two villas bookending the site. The linear arrangement of unit types has been broken up to create variety and interest, providing more light to the rear of the site and for practical purposes such as to provide turning heads.
- 8.15 The development would be visible above rooftops and between buildings but should not overly dominate. The proposed pitched roof-form (a more contemporary approach to traditional roof-forms) would contribute positively to local character. Much of the success of the scheme in terms of the architectural expression is of a high standards and the use of materials, architectural detailing and shared surface design will be controlled through the use of planning conditions.
- 8.16 Given the linear nature of the site, the provision of an active street frontage with the presence of garage doors and set-back front doors has been challenging. A balance has needed to be struck between parking and the provision of family houses; parking is a locally sensitive issue and the provision of the garages to accommodate the off-street parking is accepted. The use of the garages can be conditioned to ensure they are not converted at a later date – to provide habitable accommodation.
- 8.17 The applicant has amended the scheme following pre-application, Planning Committee pre application presentation and receipt of PRP comments to increase levels of natural surveillance, which has led to significant improvements though the creation of more active frontages. The depth of porches has been reduced which helps to retain a degree of openness, serving as a buffer between the private home and public street.
- 8.18 Responding to land level changes and rear embankment (adjoining the Network Rail land) has also been challenging for the applicant. The landscaping report provides sections through the length of the site to show how the embankment can be designed behind the villa blocks and houses and how the future residents will have some usable space. Furthermore, the revised scheme incorporates usable south facing balconies. More detail is required which can be secured through a condition. On balance, this arrangement is the most acceptable solution given the linear and constrained nature of the site.

8.19 The landscape/public realm materials proposed are good quality and would need to fully conform to the Public Realm Design Guide; a condition is recommended.

Heritage

8.20 Policy SP4.12 of the Croydon Local Plan states the Council and its partners will respect and optimise opportunities to enhance Croydon's heritage assets, their setting and the historic landscape, through promotion of high quality development and public realm that respects the local character and is well integrated.

8.21 The applicant has undertaken a Historic Environment Desk-Based Assessment which concludes there would be no harm to designated heritage assets or their settings. The existing CCC building is of some local heritage significance which has been confirmed by the conservation officer.

8.22 Historic analysis of its significance suggests the building was constructed in 1935. The submitted information records World War II activity around the site and that the building was used for the war effort, with an air raid shelter built on site.

8.23 Given the potential historic interest identified and following comments made at PRP and the conservation officer, it is appropriate that a photographic survey of the internal and external details of the building should be undertaken. This would be secured through the use of a planning condition. The content of the report should be agreed through a WSI and lodged with Croydon Archive and LAARC.

8.24 The gas lamp on site is identified as of interest, so should be retained or reinstated as part of the scheme and can be conditioned.

Impact on Adjoining Residents

8.25 The Croydon Local Plan policy SP4 seeks to respect and enhance character to create sustainable communities and enhance social cohesion and well-being and ensures that the amenity of the occupiers of adjoining buildings are protected.

8.26 The properties that have the most potential to be affected are 1 and 3 Barrie Close; 194-250 Chipstead Valley Road and the properties to the rear of the site in St. Andrews Road (to the north of the railway embankment) .

Barrie Close

8.27 The main increase in bulk of the proposal experienced from these properties would be caused by the western-most villa building. There would be adequate separation (in excess of 18m) between the proposal and the majority of the properties in Barrie Close.

8.28 The closest property is 1 Barrie Close which is approximately 10m from the site. It is acknowledged that there are windows serving habitable rooms facing this property, and whilst there would be a degree of overlooking it is not uncommon in a suburban location and given that it is orientated towards the front of the property, the development should not unduly impact on the amenities of this neighbouring property.

8.29 Furthermore, there is a significant soft landscape boundary screening proposed between these properties, which will be the subject of planning conditions.

Chipstead Valley Road

8.30 There are several properties to the south of the site whose rear elevations and gardens adjoin the proposal. Generally the rear building line along Chipstead Valley Road is consistent and whilst these properties are located at a lower level than the site, the rear elevations are located in excess of 30 metres from the proposed buildings. The degree of separation is acceptable in this case and the development would be located some distance away from these properties with adequate screening which can be further strengthened as needs-be as part of a subsequent on-site landscaping plan (controlled through use of a planning condition).

8.31 Whilst it is acknowledged that the houses could overlook the rear gardens of these properties, this would not be sufficient to warrant a refusal of permission, particularly given that a small amount of overlooking is not uncommon in built up areas. Details of the landscaping plan are to be conditioned and this could ensure that there is adequately screening to further mitigate any potential overlooking or loss of privacy.

St Andrews Road

8.32 The separation is more than 50 metres and there is a significant landscaped boundary located and railway embankment between the application site and these properties. Given the topography of the site, the existing and retained trees and vegetation boundary and the separation between the properties, this relationship is acceptable.

Daylight/Sunlight

8.33 The applicant has undertaken a sunlight and daylight assessment to determine the potential impact on the surrounding area. The assessment concluded that in terms of Vertical Sky Component (VSC) 99.4% of the assessed windows would meet the BRE recommendations. There is only one window that does not meet the BRE guidance for VSC which has been identified as a window in the ground floor flank of 1 Barrie Close. However, its value (26.8%) is very close to the recommended 27% and therefore the impact to this window will be extremely minor. Officers are comfortable with these overall conclusions and are satisfied that the proposed development would not harm the residential amenities of adjoining occupiers.

Noise/Light/Disturbance

8.34 The scheme would result in a change of use from D1 community to C3 residential. As a consequence, a different pattern of use would be associated with the proposed development. 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. The Environment Health Team have raised no objection to the scheme subject to suitable conditions.

Quality of Living Environment For Future Residents

8.35 Policy SP2 of the Croydon Local Plan 2018 indicates that housing should cater for residents' changing needs over their lifetime and contribute to creating sustainable

communities. Individual units will be expected to meet the standards set out in the London Housing SPG.

- 8.36 All units would comply with the NDDS and would all have good outlook to the street and circulation space. Most of the houses would benefit from southern aspect to living rooms at first floor level and two outside private amenity spaces.
- 8.37 A daylighting assessment has been undertaken for the proposed units and has concluded that the development would receive adequate daylight levels according to the BRE guidance. All dwellings have an Average Daylight Factor of more than 2% in kitchens, more than 1.5% in living rooms and more than 1% in bedrooms. Furthermore, all rooms have a direct view of the sky in more than 80% of the room area and comply with the room depth criterion, as such all units and habitable rooms comply with the BRE guidance.
- 8.38 As regards noise generated by the adjacent rail line, officers are satisfied that sound insulation can be provided to mitigate impacts (prescriptive glazing and ventilation specifications). This would be secured by planning condition.
- 8.39 The scheme has been designed to ensure accessibility and inclusivity where the design allows in view of the sloping site. Four flats on the ground floor of each of the villa flat blocks would be wheelchair accessible M4 (3) and each would have a dedicated disabled car parking space. The houses would meet the accessibility requirements of M4 (2) but 24% of the dwellings only meet M4 (1). Whilst it is acknowledged this does not fully comply with the requirement of 90% M4 (2), overall provision is considered acceptable in view of the over-provision of full wheelchair accessible flats, the constrained linear nature and the desire to retain the visually important trees to the rear.

Transport, Parking and Highways

- 8.40 The Croydon Local Plan Policy SP8 sets out local requirements to promote sustainable travel and levels of parking. This will also be directed to those areas and District Centres with higher public transport accessibility. Improving connectivity assisted by improved way finding will also be important to enable a shift to more sustainable modes.
- 8.41 The site is located in an area (PTAL 2) considered to be poor. That said, it is within close walking proximity of bus service routes (50 metres to the south) serving bus routes 166, 434 and 866. The nearest national railway station is Woodmansterne (620m to the west) with Coulsdon South Station (950m to the southeast).
- 8.42 A total of 30 car parking spaces are provided on-site, including 4 disabled spaces as required by the London Plan. This allows for one parking space for each of the 3 bedroom units; one parking space for each of the 2 bedroom units (inclusive of one accessible parking space for each of the 2 bed accessible units) and one visitor parking space, while the 1 bed flats are proposed as car-free.

Parking

- 8.43 Strategic Transport have assessed the Transport Assessment (TA), which presents 2011 car ownership census for the area which confirmed average car owners per

dwelling at 1.2 per house. The majority of these were large family households, whilst the proposal includes two flatted blocks with 1 bed flats, designated as car-free.

- 8.44 Parking stress surveys were undertaken to understand on-street parking on nearby roads within 200m of the site, namely Vincent Road, Sherwood Road and Coniston Road. The survey results show that during the daytime a total 22 unrestricted parking spaces were available. Also, for a typical Saturday, a total of 24 unrestricted spaces were available for visitor parking demands associated with the proposed development if required.
- 8.45 The car parking provision is acceptable for the scale of development and residents of the development would be restricted from applying for a car parking permit, preventing them from parking within the Controlled Parking Zone.

Trip Generation

- 8.46 The TA has used TRICS 'all person' multi modal trip rates of comparable sites to estimate the peak am and pm trips for the proposed development which is acceptable to Strategic Transport.
- 8.47 Based on the trip rates of comparable sites the two-way AM person peak hour (0800-0900) generated trips for the 33 residential units was estimated at 17 trips; and for the PM peak hour (1700-1800) 18 trips.
- 8.48 Using the modal split for the comparable sites to determine the mode of travel for the proposed development, 53% of residents would be expected to use cars and vans for travel. During the AM peak 9 two-way movements and for the PM peak 10 two trips are estimated.
- 8.49 The number of peak hour trips that could be generated by the proposed development is insignificant and would be less than currently occurs from the CCC. Therefore, the existing highway and public transport networks can accommodate the level of trips predicted to be generated and so would not have any material traffic impacts on the surrounding road network.

Cycle Parking and Refuse Arrangements

- 8.50 Strategic Transport welcomes the provision of 62 secure cycle storage spaces in compliance with the London Plan. All cycle parking, for both the proposed homes and flats would be covered and included on the ground floor. Each house would feature cycle parking to the rear, with parking for the flats largely provided within dedicated cycle storage areas located adjacent to the dwelling entrances. Additional cycle parking for the flats is provided to the rear, with access gained from a side gate.
- 8.51 Refuse collections and deliveries would occur on-street with refuse vehicles able to enter and leave the site in forward gear, turning via the turning head at the eastern end of the site.

Construction Logistics

- 8.52 A Construction Management Plan is required. Whilst the TA proposes measures for the construction phase of the development, detailed requirements are unknown at this

time until contractors are appointed. The provision of a construction management plan can be secured through a condition.

Impact on Environmental Conditions

Trees

- 8.53 Policy DM28 of the Croydon Local Plan 2018 seeks to protect and enhance the woodlands, trees and hedgerows by not permitting development that results in the avoidable loss or the excessive pruning of preserved trees or retained trees where they contribute to the character of the area.
- 8.54 The site is adjoining the railway embankment to the north of the site which has many well established and mature species - of relatively high amenity value, although none of these are protected through a Tree Preservation Order. The applicant has submitted an Arb Impact Assessment which has indicated that the development would result in the loss of trees from the wooded belt along the northern boundary.
- 8.55 The scheme requires the removal of 14 individual trees and 4 groups. Of these 6 trees are of a moderate quality and value (B Grade). A further 11 trees are of a low quality and value (C Grade). There is a Hawthorn that has been graded as poor condition (U Grade) and should be removed regardless of the development.
- 8.56 These proposed works would have the greatest impact toward the eastern end of the site where the plot is at its narrowest. The Council's arborist has raised concerns in respect to the removal of these trees and the resultant loss of their amenity value. However, a comprehensive and significant landscaping scheme is proposed which provides adequate replacement specimens and new planting across the site.
- 8.57 Whilst the loss of a trees is regrettable, taking into account the context, the extent of new planting to be secured by condition and the imposition of a condition requiring the submission of Tree Protection Plan and Tree Management Strategy, combined with the need for delivery of housing (and a scheme that provides 48% affordable housing and a 60% mix of family units) the loss of the trees on balance, can be justified in this instance.

Ecology

- 8.58 The applicant submitted a Phase 1 ecology report and a further Phase 2 report. The reports concluded there was no direct evidence of roosting bats on any site buildings and were afforded negligible bat roost potential with the surround area having low bat roost potential. Nevertheless, it is recommended that external lighting spillage should be minimised during and post construction and replacement planting is recommended and should be bat friendly. This can be secured by condition.
- 8.59 Further recommendations include general precautionary mitigation measures for wildlife and the adoption of good construction/building/material storage practices. Clearance of all suitable nesting bird habitat (trees, shrubs, climbing ivy and the site buildings) must be completed outside of the nesting bird season (September to February inclusive). These can be secured by condition.

- 8.60 There was no evidence of use of the site by badgers, although a repeated pre-works badger survey and precautionary mitigation measures are recommended. A slow worm was found on site and a reptile mitigation strategy would need to be prepared and implemented prior to commencement. There was no evidence of Roman snails although a precautionary mitigation is recommended. These would be secured by condition.
- 8.61 Therefore, subject to conditions and associated mitigation, the impact on nature conservation is acceptable.

Air Quality

- 8.62 The applicant has submitted an Air Quality report which has been assessed by the Environmental Health officer and is acceptable. The whole of the London Borough of Croydon is an Air Quality Management Area and to encourage the use of electric/hybrid vehicles, the scheme would require the installation of an electric charge point. This can be secured by planning condition.
- 8.63 The air quality neutral assessment has indicated that the emissions from the development are well within the set benchmarks for both NO₂ and PM₁₀ and fugitive dust emissions that could be generated during construction could be managed appropriately using best practice mitigation measures and secured by condition
- 8.64 Considering the scale of the development proposed and the number of vehicle movements that it will generate, it is considered that the proposed development is unlikely to have a significant negative impact upon air quality.

Contamination

- 8.65 Policy DM23 of the Croydon Local Plan 2018 states the Council will promote high standards of development and construction to ensure that future development, would not be detrimental to the health, safety and amenity of users of the site or surrounding land.
- 8.66 The applicants have submitted a Phase 1 Desk Study which has been reviewed by the Councils Environmental Consultants. They have confirmed that there are potentially contaminative on-site and off-site land uses, identifying overall risk for the site is low to moderate. It is therefore recommended that an intrusive ground investigation be undertaken prior to commencement and any remedial measures required are completed prior to occupation. Subject to the imposition of a suitably worded condition along with the Environment Agency requirements, this is suitably safeguarded.

Flooding

- 8.67 The Croydon Local Plan states at Policy DM25 that the Council will seek to reduce flood risk and through steering development to lower risk of flooding and applying the sequential test to minimise the risk of flooding.
- 8.68 The site is located within Flood Zone 1 as designated by the EA (i.e. a low probability of flooding) and is situated within a Critical Drainage Area. The closest known watercourse to the site is the Merstham Bourne, an ordinary watercourse located

approximately 730m south east of the site. The site is not considered to be at a fluvial risk from the watercourse.

8.69 The applicants have submitted a Flood Risk Assessment and Drainage Strategy. The LLFA have raised no objection to the scheme subject to conditions being attached to any approval.

8.70 The EA have raised no objection to the scheme subject to the provision of suitable conditions that have been attached. Furthermore, Thames water also have no objection; their comments have been included as informatives.

Sustainability

8.71 Policy SP6 of the Croydon Local Plan seeks new developments to reduce energy and carbon dioxide and to incorporate sustainable design and construction methods.

8.72 New development should make the fullest contribution to minimising carbon dioxide emissions and should incorporate on site renewable energy generation. New dwellings need to achieve 'zero carbon' which sets a minimum level of CO2 reduction that must be achieved by on-site measures, with the remaining emissions then offset via 'Allowable Solutions' off-site. Where sites cannot achieve 'zero carbon' on its own it would help meet developers' CO2 reduction targets up to 2016.

8.73 An Energy and Sustainability Statement identifies that the scheme would achieve a 35% reduction against Building Regulations 2013 through the installation of solar PV. This is the minimum accepted on site.

8.74 Whilst zero carbon should be met on-site; where it is clearly demonstrated that the specific targets cannot be fully achieved on-site, as has been confirmed in the submission, any shortfall must be provided off-site or through a cash in lieu contribution which could be secured through a legal agreement.

8.75 In addition to this the domestic water consumption target of 110 litre/person/day can be secured by condition.

Other matters

Impact on local services (i.e. schools)

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

Health and safety concerns

8.77 The development is at planning application stage, and no contractor has yet been appointed. Prior to the appointment of the Principal Contractor a Construction Logistics Plan will be developed, added as a condition.

Impact on local shops

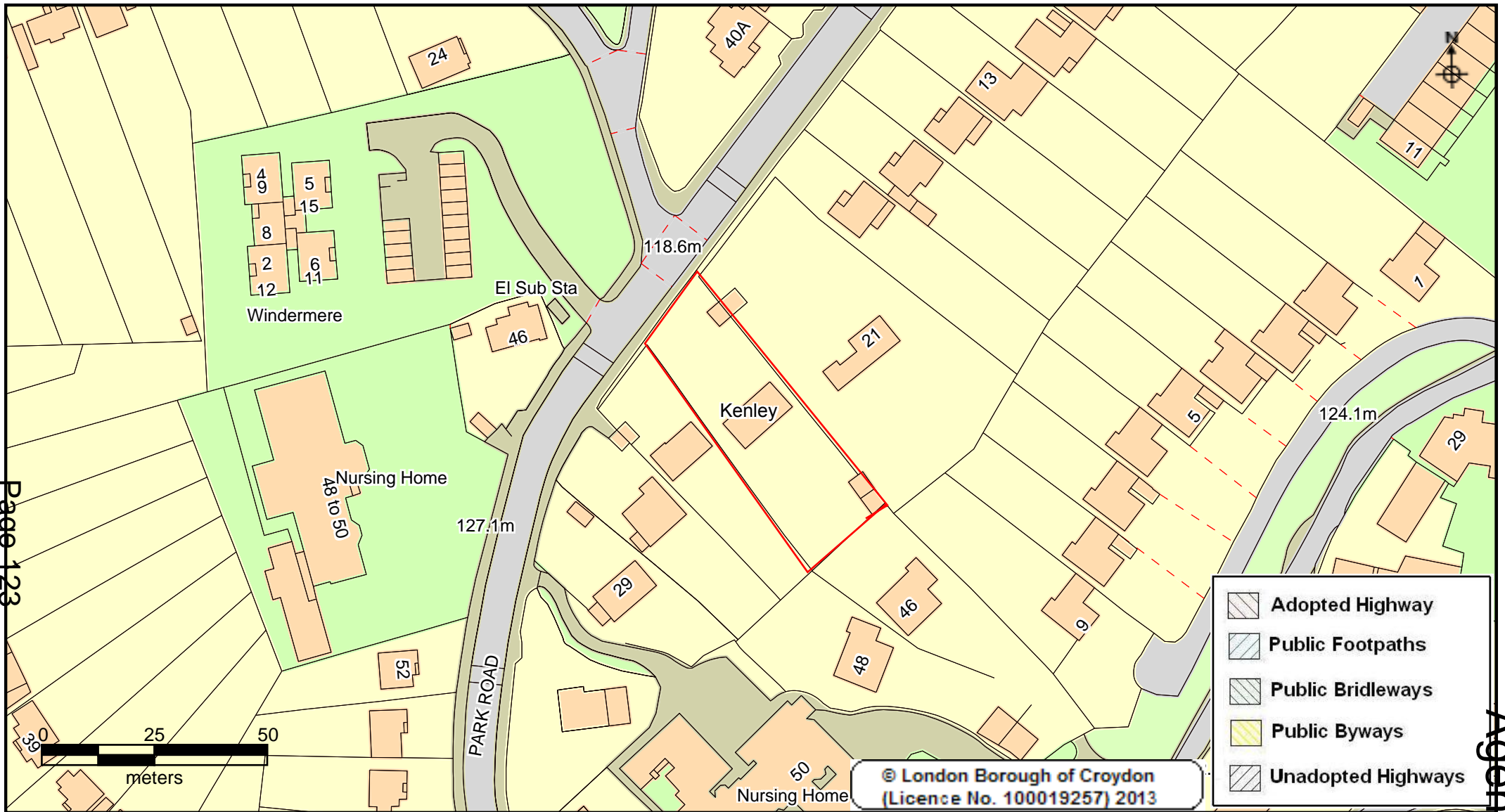
8.78 The residential use would not have a negative impact on the local shops located along Chipstead Valley Road and officers are satisfied that the scheme does not represent an adverse effect on the vitality of this local shopping parade. The provision of 33 new residential units would inevitably provide added custom to the local parade. Concerns in respect to the potential impact of contractor vehicles during the construction phase can be mitigated through the Construction Logistics Plan.

Network Rail

8.79 Representations suggest there is an issue with Network Rail. The applicant has liaised with Network Rail throughout the process and critically they are satisfied that the development would not interfere with their operational requirements. Advice is included as an informative.

9 CONCLUSIONS

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



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1.0 SUMMARY OF APPLICATION DETAILS

Ref:	17/05189/FUL
Location:	23 Park Road, Kenley, CR8 5AS.
Ward:	Kenley
Description:	Demolition of the existing buildings, erection of a two-storey replacement building to provide 7 self-contained (C3) residential flats with associated car parking, cycle parking, bin store and landscaping.
Drawing Nos:	13-P-1 Rev A, P-2, P-3 Rev A, P-4, P-5, P-6, P-7, P-8, P-9 and P-11 Rev B.
Applicant:	Sterling Rose
Agent:	Sterling Rose
Case Officer:	Barry Valentine

1.1 This application is being reported to committee because the Chair of the Planning Committee (Cllr Paul Scott) and the Ward Councillor (Cllr Steve O’Connell) made representations in accordance with the Committee Considerations Criteria and requested Planning Committee consideration.

2.0 RECOMMENDATION

2.1 That the Planning Committee resolve to GRANT planning permission.

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

1. In accordance with the approved plans.
2. Development to be implemented within three years.
3. Samples and details (as appropriate) of materials including window frames.
4. Details on landscaping including replacement trees, play-space, accessibility, inclusiveness, biodiversity mitigation measures and boundary treatments (including retaining walls).
5. Development to be carried out in accordance with Arb Method Statement and Tree Protection Plan.
6. The development to be carried out in accordance with Flood Risk Assessment and installation of permeable paving and rainwater harvesting.
7. Refuse store to be provided prior to use.
8. Further details of cycle parking (elevation and one additional cycle parking space).
9. Units at ground and first floor level to meet M4 (2) accessibility standard.
10. Water use target.
11. Carbon Dioxide 19% reduction beyond 2013 Building Regulations.
12. Installation of one electric vehicles charging point.

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

Informatives

1. Community Infrastructure Levy.
 2. Code of Practice regarding small construction sites.
 3. Highway works to be made at developer's expense.
 4. Any other informative(s) considered necessary by the Director of Planning and Strategic Transport.
- 2.3 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

3.0 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 Demolition of the existing building and associated structures, erection of a two-storey building to provide seven self-contained (C3) residential flats with associated car parking (6 on site spaces), cycle parking, bin store and landscaping.

Site and Surroundings

- 3.2 The application site is a detached bungalow located on the south-eastern side of Park Road, opposite the junction with Foxley Road. The bungalow is located within a generous sized garden and is set into the site, approximately 30m away from the road. The property is understood to be in use as a single dwelling house (C3). Land levels vary significantly across the site, with the land sloping from front (north) up to the rear of the site (south).
- 3.3 The surrounding area is predominately residential and suburban in character and there is no set property style or type. Properties generally range between one and two storeys in height, although there are some isolated examples of three storey high buildings. The bungalow to the south-west generally sits on a higher land level (compared to the application property)
- 3.4 There are no direct policy constraints identified in the Croydon Local Plan (2018).
- 3.5 The site is located in Flood Risk Zone 1 (low) and is modelled as being at risk from surface water flooding between 1 in 100 and 1 in 1000 year basis. The site is deemed to be at moderate risk from ground water flooding.
- 3.6 The site has a Public Transport Accessibility Level (PTAL) of 2 (poor).

Relevant Planning History

- 3.7 No relevant planning history for the site.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposed development would create a good quality residential accommodation that would make a positive contribution to the borough's housing stock and would make a small contribution to the Council achieving its housing targets as set out in the London Plan (2016) and its own Croydon Local Plan 2018.
- The proposed development is of an appropriate mass, scale, form and design that would be in keeping with its context, thus preserving the appearance of the site and surrounding area.
- The proposed development would not cause significant harm to neighbouring properties' living conditions.
- The level of parking provision is consider appropriate, striking the appropriate balance between promoting sustainable modes of transport, whilst providing some car parking space capacity. The proposed development would not have an adverse impact on the operation of the highway.
- The proposed development subject to conditions would not cause harm to protected trees on the site, thus preserving their visual amenity. The proposed development subject to conditions would not have an adverse impact on biodiversity.
- The proposed development subject to conditions would not have an adverse impact on flooding.

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 A total of 21 neighbouring properties were notified about the application and invited to comment by the way of letter. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

9 individual responses: 9 Objections

6.2 The following Councillors made representations:

- Cllr Paul Scott (Chair of the Planning Committee) - referred to allow further consideration to the following issues: potential of the development to meet housing needs, impact of development on neighbouring properties and parking provision.
- Cllr Steve O'Connell (Ward Councillor) (objecting) – Negative effect on street-scene, overlooking of neighbouring properties, insufficient parking,

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

Objections

- Overdevelopment of the site which will have negative impact on surrounding area. The development will look cramped on this plot due to its size and excessive width.
- Concern over whether there is sufficient parking. No visitor parking.
- Impact of the development on trees
- Impact on wildlife.
- Development will reduce light.
- Loss of privacy.
- Noise from intensification of the site by creating 7 flats.
- Concern over people exiting/entering the site and impact this has on road safety.
- No disabled parking.
- Impact of development on structural stability of boundary with 21 Park Road.
Impact of bin store on adjoining residential accommodation within 21 Park Road

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

- A letter of objection was received from a neighbouring property which highlighted that they were not consulted. (OFFICER'S COMMENT – The relevant property was an immediately adjoining property and as such the Council had a statutory duty to consult them. This was carried out on the 15th February 2018. The remaining comments have been included in the above list.

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 Croydon Local Plan (2018), Mayor's London Plan (2016) 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 There is a draft revised NPPF that is currently out for public consultation until the 10th May 2018. The draft revised NPPF incorporates policy proposals previously consulted on in the Housing White Paper and the Planning for the right homes in the right places consultation. The draft NPPF is a material consideration in

planning decisions and will gain more weight as it moves through the process to adoption. At present the draft NPPF in general is considered to carry minimal weight.

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 3.3 Increasing Housing Supply.
- Policy 3.5 Quality and design of Housing Developments
- Policy 5.2 Minimising Carbon Dioxide Emissions
- Policy 5.12 Flood Risk Management
- Policy 5.13 Sustainable Drainage
- Policy 6.1 Strategic Approach
- Policy 6.3 Assessing Effects of Development on Transport Capacity
- Policy 6.9 Cycling
- Policy 6.13 Parking
- Policy 7.2 An Inclusive Environment
- Policy 7.4 Local Character
- Policy 7.6 Architecture
- Policy 7.19 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 (2018) - CLP1.1 and Croydon Local Plan: Detailed Policies and Proposals CLP2.

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

- SP2: Homes.
 - SP2.1 Choice of homes.
 - SP2.2 Quantities and locations.
 - SP2.7 Mix of homes by size.
 - SP2.8 Quality and standards.
- DM1: Housing choice for sustainable communities.
 - DM1.2 Net loss of 3 bed or homes less than 130 sq.m.
- SP4: Urban Design and Local Character.
 - SP4.1 High quality development that responds to local character.
- DM10: Design and Character.

- DM10.1 High quality developments, presumption for 3 storeys.
- DM10.2 Appropriate parking and cycle parking design.
- DM10.4 Private amenity space.
- DM10.5 Communal amenity space.
- DM10.6 Protection to neighbouring amenity.
- DM10.7 Architectural detailing, materials respond to context, services, appropriate roof form.
- DM10.8 Landscaping.
- DM10.9 Lighting and light pollution.
- DM13: Refuse and Recycling.
 - DM13.1 Design, quantum and layouts.
 - DM13.2 Ease of collection.
- SP6: Environment and Climate Change.
 - SP6.3 Sustainable design and construction.
 - Minor residential scheme 19% CO2 reduction.
 - Water efficiency 110 litres.
- SP6.4 Flooding and water management.
 - c) SUDs.
- SP6.6 Waste management.
- DM25: Sustainable drainage systems.
- DM27: Protecting and enhancing our biodiversity.
- DM28: Trees.
- SP8: Transport and the Communication.
 - SP8.5 and SP8.6 Sustainable travel choice.
 - SP8.7 Cycle parking.
 - SP8.12 and SP8.13 Electric vehicles.
 - SP8.17 Parking standards in low PTAL areas.
- DM29: Promoting sustainable travel.
- DM30: Car and cycle parking.
- Places: Kenley and Old Coulsdon.

8.0 MATERIAL PLANNING CONSIDERATIONS

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

- Principle of development and quality of residential unit created.
- Impact on the appearance of the site and surrounding area.
- Impact of the development on neighbouring properties' living conditions.
- Impact of the development on parking and the highway.
- Impact of the development on trees.
- Impact of the development on flooding.
- Other planning issues.

Principle of development and quality of residential units created.

Principle of Development

- 8.2 The existing property is a three-bed bungalow with a floor area of approximately 100 sq.m. The proposed development is contrary to DM1.2 which does not permit the loss of units less than 130 sq.m. Despite this, officers are comfortable with the loss of a small family house given that the development replaces the existing 100 sq.m three bed unit, with a new 100 sq.m three bed unit, as well as providing an additional 87 sq.m three bed unit. The proposed development would not have an adverse impact on small family home provision in the borough.
- 8.3 The proposed development would create additional residential units that would make a small contribution to the Council achieving its housing targets as set out in the London Plan (2016) and the recently adopted Croydon Local Plan 2018.

Quality of Units

- 8.4 The proposed development would provide good quality units that would make a positive contribution to the borough's housing stock. All the proposed units meet recommended minimum floorspace standards set out in both the London Plan (2016) and DCLG's 'Technical Housing Standards: National Described Space Standards'. All the bedrooms meet the minimum floor areas set out in the DCLG's 'Technical Housing Standards: National Described Space Standards'.
- 8.5 The units would receive reasonable levels of light, outlook and aspect. All the units (apart from Flat 4) would be either dual aspect or single aspect (but not north facing).
- 8.6 The quality of residential accommodation provided by Flat 4, despite being single aspect and north facing would be acceptable, given that the windows serving this unit are of a good size and would experience relatively unrestricted views and given that this unit would exceed minimum floorspace standards by 18 sq.m.
- 8.7 The applicant has confirmed that all the units, including Flat 7 located within the roof-space, would have floor to ceiling heights of 2.5m for at least 75% of the gross internal area (GIA) in line with the requirements of the London Plan (2016). This exceeds the DCLG's 'Technical Housing Standards: National Described Space Standards' which requires floor to ceiling height of 2.3m for 75% of the GIA.
- 8.8 The two three bed family units (Flats 2 and 3) would have direct access to their own south-facing external private amenity spaces. These private amenity spaces measure approximately 30 sq.m and 19 sq.m respectively. The amenity space for the rest of the units is in the form of large 400 sq.m landscaped communal garden to the rear of the site that includes an outdoor seating/BBQ area. There would be direct access from the property to the communal external amenity space. Condition 4 is recommended to ensure that communal external amenity space provides sufficient play-space in line with policy DM10.4 (d) and is designed to be as flexible, multifunctional, accessible and inclusive as reasonable possible, in line with the requirements of policy DM10.5.

- 8.9 In regards to accessibility, London Plan Policy 3.8 'Housing Choice' requires 90% of dwellings to meet M4 (2) 'accessible and adaptable dwellings' Building Regulations requirement, with the remaining 10% required to meet M4(3) 'wheelchair user dwellings'. The key issue in ensuring that M4 (2) can be achieved within a development is to ensure, at the planning application stage, that the units can reasonably achieve level access. If level access cannot be reasonably achieved, then the units cannot be required to meet the M4(2) Building Regulations. The London Plan (2016) recognises that securing level access in buildings of four storeys or less can be difficult and that consideration should also be given to viability and impact on ongoing service charges for residents.
- 8.10 The applicant has confirmed that the units located on the ground and first floor level would meet M4 (2). The unit at roof level currently does not due to the size/dimensions of the bathroom, and the applicant has stated that the bathroom cannot be enlarged in order to comply. Condition 9 is recommended requiring the units at ground and first floor level to comply with M4 (2).

Impact on the appearance of the site and surrounding area.

- 8.11 The existing property has little architectural merit, nor is it protected by existing policies. As such the property and associated structures could be demolished under existing permitted development rights through the prior approval process without planning permission. As such, the demolition of the existing building is acceptable.
- 8.12 The proposed bulk and mass of the development is considered acceptable. The proposed building is well set back into the site, which helps reduce the proposed building's prominence from the street. The property would be most visible from the north east of the site, when looking up the hill in Park Road. However, the perceived mass of the building in this view would be mitigated by the large outbuilding at 21 Park Road which would obscure views of the lower levels of the proposed building. The main front building line of the proposed development would respect the front building line of 25 Park Road, ensuring that the development appears balanced in views down the hill, from the south east. The depth of the building at the rear, in design terms, is appropriate given the generous size of the site, the fact that large areas of garden would be retained ensuring the green character of the area would be maintained and that the rear parts of the site are not widely visible from the public realm.
- 8.13 The proposed development would extend almost across the entire width of the site, leaving a 1m gap to the north east boundary with 21 Park Road and a 1.2m gap to the south western boundary with 25 Park Road. The relationship between the property and neighbouring properties' on balance would be appropriate due to generous gap of 10m between the flank wall of the development and the main flank wall of main property of 21 Park Road and the gap of between 3 to 4m with the flank wall of 25 Park Road and would be similar to other flank wall relationships found in the area.

- 8.14 The height of the development at two storeys with additional accommodation at roof level would be appropriate and in line with policy DM10.1 where there is a presumption in favour of three storey high development. The roof form of the development is well balanced and considered.
- 8.15 There is no set style, design or architectural language to properties in Park Road, or in the immediate surrounding area. The proposed mock Tudor design, whilst not replicating a style found in Park Road, would not look out of place given the design variation. The proposed front elevation would have an appropriate balanced form that would feature a strong projecting bay with hipped roof that would add interest and variety. The development features a number of interesting details that help to create a high quality design. such as stained timber boarding, corbel and dog tooth dentils brick detailing and decorative chimney
- 8.16 Overall, the proposed development would have an appropriate mass, form, scale and design that would be in keeping with its context, thus preserving the appearance of the site and surrounding area.

Impact of the development on neighbouring properties' living conditions.

- 8.17 The proposed development would not have a significant impact on light and outlook for occupiers of 21 Park Road, due to the 10m separation distance between the development and the location of existing windows. With 25 Park Road, the adjacent window is understood to be a dining room and it is significant that this neighbouring property is at a higher level which helps reduce the impact of the bulk of the development and the extent of enclosure and loss of outlook. It is also relevant that existing light and outlook from this dining room is already compromised by the bulk and angle of a kitchen extension to 25 Park Road granted planning permission back in 2000, by mature planting along the boundary and in view of the change in levels between the sites. It is not considered that the development would make this significantly worse to such an extent to justify the refusal of planning permission.
- 8.18 The proposed development would not cause significant harm to neighbouring properties' privacy. The new windows located at first floor level and above largely face over the front and rear garden and not into neighbouring windows. The property to the rear of the site is over 35m away. New skylights located on the flank elevation roof-slope would predominantly have views to the sky. The proposed ground floor windows would experience similar views to what can be experienced from the existing property and its garden areas. There would be some increased overlooking of neighbouring gardens, but this is not deemed significant enough to justify refusal of planning permission.
- 8.19 The bin store is located adjacent to an outbuilding of 21 Park Road that is understood to be in use as ancillary residential accommodation to the main house. There are no windows on this outbuilding that would directly face onto the bin store. As such, the proposed bin store would not cause significant harm to neighbouring property's light and outlook. There are insufficient reasons to suggest that the bin store would be a health risk to adjacent residential property

given that waste would be collected regularly and given the nature of the structure proposed. The refuse areas would need to be enclosed and incorporated into the landscape treatment of the front garden area

- 8.20 The proposed intensification of the use of the site by creating flats would not create significant levels of noise disturbance such to justify refusal of planning permission.

Impact of the development on parking and the highway.

- 8.21 London Plan (2016) policy 6.13 sets out the maximum car parking standard for new developments. Under this policy in low PTAL areas, one and two bed units are required to have less than 1 parking space per unit, three bed units up to 1.5 parking spaces per unit, and four or more bed units up to 2 parking spaces per unit.
- 8.22 The proposed development would provide six parking spaces for the seven units. Given the number of one and two beds proposed within the development, the level of parking provision is considered appropriate, striking the appropriate balance between promoting sustainable modes of transport, whilst providing some car parking space capacity. No visitor parking is provided and there are no policy requirements for visitor parking to be provided on this scale of development. There is sufficient on-street car parking capacity within walking distance of the site to accompany any visitor parking demand. Given the number of units created by the development, there is no policy requirement to provide a wheelchair parking space.
- 8.23 The car parking spaces would be accessed from the existing dropped kerb. There is a 6.35 m separation distance between the two sets of parking spaces which complies with guidance contained within the Manual for Streets. This width is sufficient to ensure that cars will be able to enter and leave the site in a forward gear. The proposed development is not considered to pose a significant risk to highway and pedestrian safety.
- 8.24 The London Plan (2016) requires new residential development to have 20% active electric car charging provision and 20% passive provision. Condition 12 is covered by the recommendation, to require the installation of an active electric car charging point.
- 8.25 The London Plan (2016) requires one cycle parking space to be provided for all one bed units and two cycle parking spaces for all 2+ bed units. To be London Plan (2016) compliant 15 cycle parking spaces would need to be provided. The submitted ground floor plan shows a cycle store with a capacity of 14 cycle parking spaces. Condition 8 is recommended requiring further details to be submitted of the cycle store, along with the provision of one additional cycle parking space.

Impact of the development on trees.

- 8.26 The applicant has submitted a tree survey, arb method statement and a tree protection plan. The application has been reviewed by the Council's arborist who raises no objection in principle to the development.
- 8.27 To the front of the site are several mature Lime trees that are protected by a TPO (no.159); there is also a protected tree in the rear garden. The submitted report indicates that no excavation will be undertaken within the RPA's of the protected trees. Officers are satisfied that subject to conditions, the proposed development would not have an adverse impact on the visual amenity provided by these protected trees. Whilst there were a number of smaller non protected trees on the site, these have already been removed without the need for consent.

Impact of the development on flooding,

- 8.28 The site is located in Flood Risk Zone 1 (low) – but has been modelled as being at risk from surface water flooding on a 1 in a 1000 - year basis. The site is also at moderate risk from groundwater flooding. The applicant has submitted a flood risk assessment (FRA).
- 8.29 To mitigate the risk of groundwater flooding a number mitigation measures are proposed including raised internal floor levels, waterproof tanking, inceptor drains, non-return valves and automatic sump pump. To mitigate the risk of development on surface water flooding the applicant is proposing the use of permeable paving and rain water harvesting. The mitigation measures are required and recommended to be secured via condition 6. Condition 10 is also recommended to ensure efficient water use.

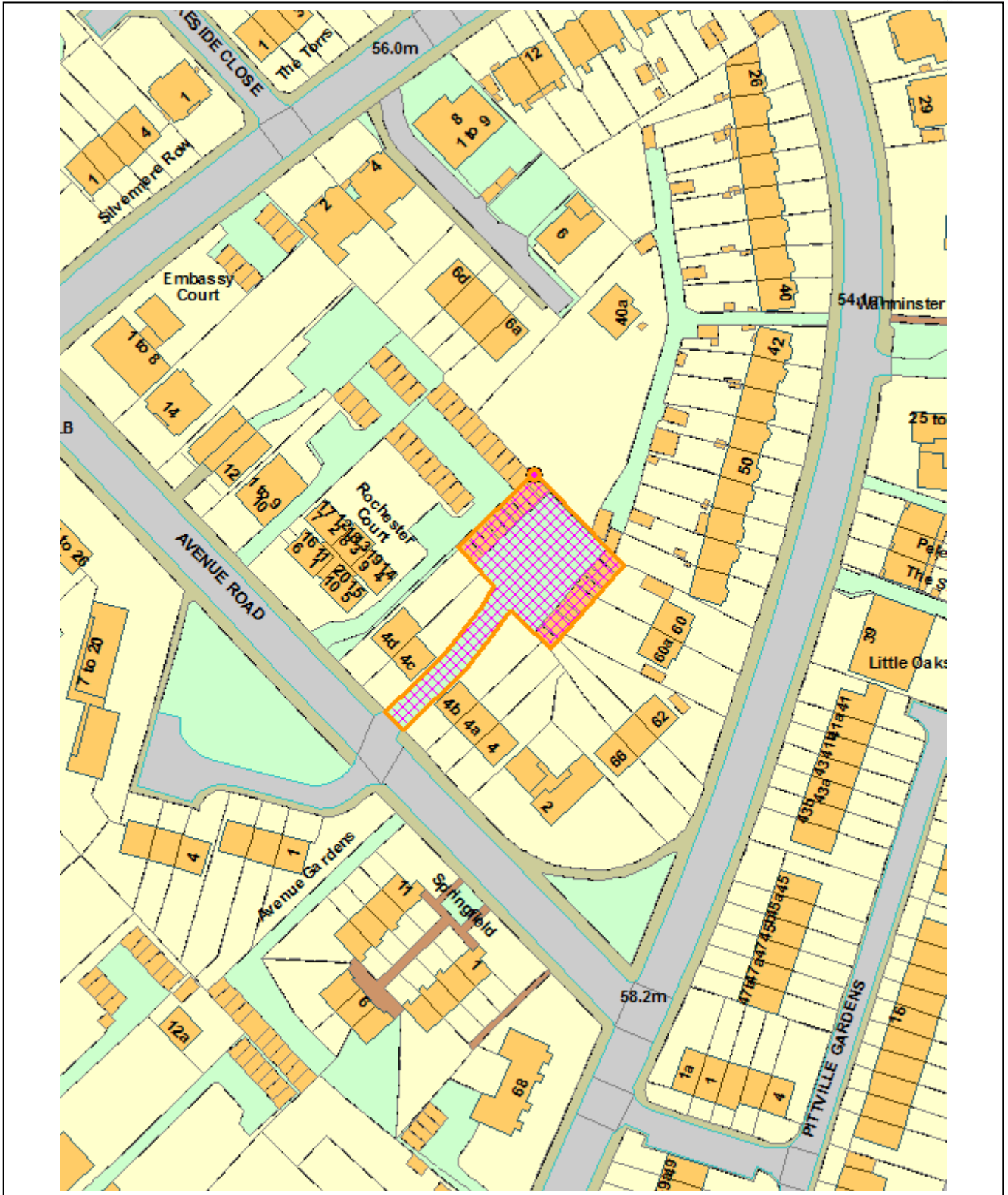
Other Planning Issues

- 8.30 Condition 11 is recommended to require the development to meet reduction in carbon dioxide emissions targets of 19% beyond the 2013 Building Regulations.
- 8.31 A bin store area is proposed in the front garden area. The bin store contains 1100L recycling bin, seven 120 litre general waste bins and one 140L food waste bin. The level of waste/recycling provision is considered acceptable, and recommended to be secured via condition 7.
- 8.32 In terms of wildlife and biodiversity, the site is not in a protected area and there is insufficient evidence especially given the characteristics of the site (residential property with gardens) to suggest that there is protected flora and fauna on site. The development would retain the mature trees on the site that would continue to provide good habitat value. Whilst there would be the loss of some planting as result of the development, it is considered that this can be adequately offset by landscaping and installation of simple mitigation measures such as bird boxes. This is recommended to be secured via condition 4.
- 8.33 It is noted that the neighbour has raised concerns about the structural stability of the boundary. The structural stability of the site and neighbouring properties in this instance is sufficiently safeguarded by other legislation such as Building

Regulations and Party Wall Act. Details of boundary treatments are secured as part of condition 4.

9 Conclusion

- 9.1 The proposed development would provide good quality residential units that would make a positive contribution to the borough's housing stock. The proposed development is of an appropriate high standard of design that would not cause harm to the appearance of the surrounding area. The development would not cause significant harm to neighbouring properties' living conditions and would not have an adverse impact on flooding or the visual amenities provided by existing protected trees. The proposed development provides an acceptable level of parking and would not have a significant impact on the highway.
- 9.2 All other relevant policies and considerations, including equalities, have been taken into account.



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APPLICATION DETAILS

Ref: 17/06360/FUL
 Location: Garages and Forecourt North Of Avenue Road, South Norwood, London
 Ward: South Norwood
 Description: Demolition of garages and erection of a three storey building to provide 12 flats together with a disabled car parking space, landscaping and other associated works.
 Drawing Nos: LBC/0003/E/GA/0001, LBC/0003/E/GA/0002, LBC/0003/E/GA/0003, LBC/0003/E/GA/0151, LBC/0003/E/GA/0001A, LBC/0003/E/GA/0005A, LBC/0003/E/GA/0006, LBC/0003/E/GA/0007, LBC/0003/E/GA/0008, LBC/0003/E/GA/0151A, LBC/0003/E/GA/0152, LBC/0003/E/GA/0160A, LBC/0003/E/GA/0161, LBC/0003/E/GA/0165, LBC/0003/E/GA/6001, LBC/0003/E/GA/7001, LBC-0003-P-GA-0010, Design and Access Statement Addendum (1st March 2018), Design and Access Statement Addendum (5th February 2018).
 Agent: Jenny Islip
 Case Officer: Tim Edwards

	1 bed	2 bed	3 bed	Total
Houses				
Flats	9 x 1b, 2p	3 x 2b, 4p		
Totals	9	3		12

Number of car parking spaces	Number of cycle parking spaces	PTAL Area
1 (Wheelchair accessible)	15	1a

Affordable Rented Units	Private Market
7	5

This application is being reported to Planning Committee as the number of representatives received exceeds the required for committee consideration criteria.

1 RECOMMENDATION

- 1.1 That the Planning Committee resolve to GRANT planning permission.
- 1.2 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) Legal agreement to secure the following planning obligations:
 - Affordable housing provision including local lettings strategy

- Local employment and training strategy
 - Carbon offset payment
- 2) The works shall be carried out wholly in accordance with the submitted plans.
 - 3) Details of all external materials shall be submitted to the LPA and approved in writing.
 - 4) No windows shall be provided within either flank elevation.
 - 5) Details of bin and cycle stores to be submitted and approved prior to occupation
 - 6) Landscaping scheme to be submitted and approved prior to occupation
 - 7) Unit G.01 shall be meet building regulation requirement (M4)3 as 'wheelchair user dwelling' with all other units meeting building regulation requirement (M4)2
 - 8) The proposed parking space shall be provided as detailed on the plans as wheelchair accessible.
 - 9) Contaminated land assessment to be submitted and approved
 - 10) Approval of detailed design of a surface water drainage scheme
 - 11) Water Efficiency
 - 12) Sustainable development 35% carbon dioxide reduction as specified in the energy and sustainability statement.
 - 13) A detailed construction logistics plan shall be submitted to the LPA and approved in writing before works commence on site.
 - 14) Noise from air handling units
 - 15) Commence the development within 3 years of the date of this decision.
 - 14) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

Informatives

- 1) Community Infrastructure Levy
- 2) Code of practice on construction sites
- 3) Boilers
- 4) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

3 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The applicant seeks full planning permission for the:

- Demolition of the existing two sets of garages.
- Erection of a three storey building to provide 12 flats.
- One wheelchair accessible parking space.
- Proposed refuse and cycle stores.
- Associated soft landscaping including eight additional tree specimens.

Site and Surroundings

3.2 The site has the following characteristics:

- Residential in character
- PTAL rating of 1a, in close locations to PTAL 4 rated areas.
- The site falls away from south to north

- To the rear of the site is 40a Warminster Road, a residential premise with large garden area. To the North West of the site is Rochester Court and the associated garage located at the rear of this site.
- The site has evolved over the last 100 years to its current garage function.

Planning History

3.3 There is no planning history associated with this site. However, there is planning history associate with the adjoining site at 40a Warminster Road. Further details are below:

1. 14/00980/P - Demolition of existing house and garden structures; erection of three storey building comprising 8 two bedroom and 1 one bedroom flats; provision of associated parking area, cycle stores, refuse store: **Permission Refused for the following reasons:**

- *The proposal would result in an overdevelopment of the site out of keeping with the character and visual amenity of the site and area by reason of its siting, massing and scale.*
- *The siting, layout, form, and design of the development would not respect or improve the existing pattern of buildings and the spaces between them, nor maximise the opportunities for creating an attractive and interesting environment.*
- *The development would be detrimental to the amenities of the occupiers of nearby residential properties by reason of loss of privacy and visual intrusion.*
- *The proposal would introduce additional traffic movements that would exacerbate an already unsatisfactory situation in the shared access leading to the site and its environs.*

An appeal was lodged and dismissed on the grounds of its impact on the character, residential amenity of adjoining occupiers and highway safety.

09/01868/P – Demolition of existing building; erection of 4 two storey four building terraced houses and 1 two storey four bedroom house, access road: **Appeal against non-determination, dismissed for the following reasons:**

- *Detrimental impact of the proposed development on the character and appearance of the area, with particular reference to trees.*

3.5 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposed development would bring into use an underused garage area and contribute to meeting housing targets.
- Seven of twelve units would be offered as affordable rent.
- There would be no significant harm to neighbouring properties' amenity, given the location and separation distances between the proposed development and surrounding properties.
- The proposed design is considered to enhance the quality of the street scene, despite its back land setting.

- The proposal would accord with the Technical Housing Standards – Nationally Described Space Standards and would provide acceptable living conditions for future occupiers.

4 CONSULTATION RESPONSE

- 4.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 4.2 The LLFA was consulted and originally objected to proposal due to a lack of information. Following further details provided by the applicants, their objection to the scheme was removed with proposed additional details to be secured by condition.

5 LOCAL REPRESENTATION

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

No of individual responses: 34 Objecting: 34 Supporting: 0

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

- Overdevelopment of the site.
- Detrimental impact to the neighbouring occupier's residential amenities.
- Not in keeping with the surrounding area.
- Detrimental impact on the street scene.
- Dangerous access arrangements.
- Increase in traffic levels during construction and after completion.
- Increase in traffic on surrounding roads.
- Inadequate parking provision.
- Impact on local services
- Proposed location for refuse area is inadequate.
- Impact of the development in association with other proposed and approved applications on local services and transport.
- Mix of units does not meet local housing needs
- Risk of flooding
- No or poor quality community consultation
- Potential for litter and fly tipping
- Impact on trees

- 5.3 Non material planning consideration:

- Various application have been made by BxB application in the north of the borough and not the South where there is an abundance of space and need for increased diversity.
- Impact upon views of surrounding occupiers. [*Officer Comment: The right to a view is not a planning consideration*].

- 5.4 Steve Reed MP has also objected to the scheme. Although this is noted, this is not an MP referable application. His proposed objections have therefore been taken into account with the other objections highlighted in point 5.2.

6 RELEVANT PLANNING POLICIES AND GUIDANCE

- 6.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 (CLP) and the South London Waste Plan 2012.
- 6.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:
- Requiring good design.
 - Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions
- 6.3 The main policy considerations raised by the application that the Committee are required to consider are:

Consolidated London Plan 2015 (LP):

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

Croydon Local Plan 2018 (CLP):

- SP2: Homes
- SP4: Urban Design and Local Character
- SP5: Community Facilities
- SP6: Environment and Climate Change
- SP7: Green Grid
- SP8: Transport and Communication
- DM1 on Housing choice for sustainable communities
- DM10 on Design and character
- DM13 on Refuse and recycling
- DM16 on Promoting healthy communities
- DM19 on Promoting and protecting healthy communities
- DM23 on Development and construction
- DM24 on Land Contamination
- DM25 on Sustainable Drainage Systems and Flood Risk
- DM26 on Metropolitan Green Belt and Metropolitan Open Land

- DM27 Biodiversity
- DM28 on Trees
- DM29 on Promoting sustainable travel and reducing congestion
- DM30 on Car and cycle parking in new development
- Applicable place specific policy

Supplementary Planning Guidance as follows:

- Technical Housing Standards – Nationally Described Space Standards

7 MATERIAL PLANNING CONSIDERATIONS

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

- Principle of development
- Townscape and visual impact
- Impact on neighbouring residential amenity
- Amenities of future occupiers
- Parking and cycle storage
- Waste and refuse
- Trees

Principle of Development

- 7.2 CLP 2018 Policy SP2.1 sets out that the Council will apply a presumption in favour of development of new homes provided applications meet the requirements of other applicable policies. The Mayor’s Housing SPG (2016) is also relevant with respect to the site’s infill nature: “Infill opportunities within existing residential areas should be approached with sensitivity, whilst recognising the important role well-designed infill or small-scale development can play to meeting housing need.”
- 7.3 Policy SP2.4 of the CLP 2018 states that the council will expect sites with ten or more dwellings to; negotiate to achieve up to 50% affordable housing. The proposed scheme would provide 7 x 1b, 2p affordable rented units. This results in 58% of units (or 52% habitable room) being affordable and therefore exceeds the requirements for such sites.
- 7.4 Proposals should also seek a 60/40 split between affordable rented and intermediate homes. The Strategic Housing Market Assessment, (SHMA) June 2015, identified that there is a 76% net need of 1,586 social/affordable rented units which this proposal would positively contribute to. Although the 60/40 split is not meet there is a clear demand for affordable rented units which would provide greater flexibility in the future management of the site. The scheme is also not so large that is would not provide a ‘mixed and balanced community’ as required by Policy 3.9 of the London Plan.
- 7.5 Policy DM1 states that the Council will seek to enable housing choice for sustainable communities by requiring a minimum provision of homes designed with 3 or more bedrooms on sites of 10 or more dwellings. In a location such as this 60% of the units should be three bedroom units. Although the proposal does not fully comply in regards to 3 bedroom units, due to the constraints of the sites, the provision of 25%

2b, 4p units on site and the SHMA detailing that 68% of the requirement for new homes from 2013 – 2036, is for one or two bedroom affordable units, overall this approach is considered to be acceptable.

- 7.6 The proposal in principle adheres to CLP 2018 Policy DM10, which states that proposals should be of high quality, whilst seeking to achieve a minimum height of 3 storeys.
- 7.7 The proposed development would provide twelve units of a good standard – benefitting from external private amenity space and complying with the Technical Standards (relating to internal floorspace).

Density, Townscape and Visual Impact

- 7.8 Table 3.2 of the London Plan and the related Policy 3.4 deals with density of development (linked to PTAL levels) and advises that “suburban” areas are characterised by predominantly lower density development such as detached and semi-detached houses, small building footprints and typically buildings of between two and three storeys. The scheme would equate to approximately 302hr/ha and 134u/ha. Table 3.2 advises that density of residential development within “suburban” locations with PTALs of 0-1 can range from between 100-200 hr/ha, however these figures should not be applied mechanistically. Other factors relevant to optimising potential should be taken into account including local context, design and transport capacity. Although the site is located in a low PTAL, it is 40 metres away from PTAL 4 area, as well as being approximately 1km from Norwood Junction and 615 metres from South Norwood High Street.
- 7.9 The existing area is mostly residential however it is characterised by buildings of differing scale and form with a mix of flats and dwellings, ranging from one to four storeys in height. Particular notice should be taken of Rochester Court, which is a four storey development positioned on an adjoining site. The character of the area is varied with different scaled development on varying plot sizes. Overall, the proposal is considered to respect the development pattern of the surrounding area. Therefore, considering the nature of the area the site is considered to be an urban setting as defined by the London Plan.
- 7.10 The scale of the development is three storeys and although it remains higher than its immediate neighbours, given the back land nature of the site within the wider street scene the proposed built form would not be significantly prominent when viewed within either Avenue Road or Warminster Road. It is acknowledged that the majority of 3 and 4 storey developments front the street, with some of the originally constructed two storey dwellings having also created a third storey through the form of rear dormers. However, it is important to note the formal adoption of the CLP 2018 and Mayors Housing SPG which are now a consideration for in-fill/backland sites such as this. In comparison to the two previous applications at 40a Warminster Road which have different consideration and pre-date this adoption and creation of these plans. Given this existing arrangement and variation, there is clear scope for the intensification of built-form on site.
- 7.11 The development would step up from behind 4 – 4d Avenue Road and the dwellings on Warminster Road all of whom have pitched roofs fronting the street. Whilst flat roofs are not prominent in the surrounding area other flatted developments such as 10 Avenue Road, 9 – 11 Warminster Road, Gilborah and Barwood Court (all on

Avenue Road) provide examples of flat roofs within the immediate vicinity. It is therefore considered that flatted developments with flat roofs are a common feature in the surrounding area and are therefore considered acceptable.

- 7.12 The proposed building would address the entrance area of the site, with deck access provided via the private amenity areas (terraces/balconies) which are located on the front elevation. Front balconies can be seen within other developments at 7 – 20 Avenue Gardens and Embassy Court on Avenue Road. Therefore, overall it is considered that the proposed deck access with front balconies and terraces are considered to be in keeping with the varied character of the site.
- 7.13 The development proposes the use of two different bricks in three styles throughout the development. Brick is a common feature in the surrounding area again in variation of styles. Although the brickwork will be screened to some extent by the timber screen battens in the front elevation, the use of these two core materials is acceptable to the character and appearance of the wider area.
- 7.14 Overall the proposal would respect and enhance the surrounding buildings and street scene.

Impact on Neighbouring Residential Amenity

- 7.15 The site is bound on three sides by residential developments and holds different relationships with these dwellings due to the irregular shape of these buildings, their separation from the development and the position of habitable rooms in each unit.
- 7.16 To the south the site abuts Rochester Court, a four storey development which front Avenue Road with large garage area located at the rear of the site. The site also abuts the gardens of 4-4d Avenue Road. The proposed front elevation would be separated from the rear elevation of Rochester Court by approximately 19 metres and by 22 metres from the rear elevation of 4 – 4D Avenue Road. Considering this separation as well as the land levels on site which fall away from Avenue Road, the proposed planting of additional screening as well as the window battens and planters overlooking would be minimised and the amenities of these adjoining occupiers protected. There have been concerns raised due to the potential impact of additional trees upon the amenities of the adjoining occupiers. It is considered that planting verdidus tree specimens which have a sensible maximum height in this location can be a positive to the wider area without impacting upon the amenity of these adjoining occupiers. Further details in regards to landscaping on site would be secured by condition. Overall, there is not considered to be a detrimental impact upon the amenity of these adjoining occupiers through a loss of outlook, overlooking or loss of light.
- 7.17 The proposed development is not considered to detrimentally impact the other adjoining occupiers, 42 – 58 Warminster Road. There is considerable separation distances with the rear elevations of these dwellings and due to the orientation of the building, the soft landscaping scheme and proposed batten screening within the nearest units, overall the proposal is not considered to significantly impact the amenities of these adjoining occupiers to a significant degree.
- 7.18 To the north of the site falls 40a Warminster Road, which is well separated from the proposed development and is therefore not considered to have a detrimental impact upon the amenities of these adjoining occupiers. The proposal has also been set-in

from the rear boundary by 5.5 metres which is also not considered to inhibit the potential future redevelopment of this site.

- 7.19 60 and 60a Warminster Road are set back from the rest of the dwellings which front Warminster Road. At its closest point the proposed flank elevation would be positioned 10.80 metres away from the rear elevation of 60a Warminster Road. There are no windows proposed in the flank elevation, which is part setback 3 metres with 4.5 metres of the proposed development side elevation along on the boundary line. The proposed building is also at an angle to the rear elevation of 60 and 60a Warminster Road who have west facing gardens. On balance there is not considered to be a significant detrimental impact upon the amenity of these adjoining occupiers through a loss of outlook or overlooking.
- 7.20 A Daylight and Sunlight Assessment has been undertaken using BRE guidance which test for compliance against the British Standard Code of Practice for Daylight and Sunlight. The report has assessed the effects to the surrounding buildings (Rochester Court, 2-2E and 4 – 4D Avenue Road, 60, 60a, 62, 64 and 66 Warminster Road), in terms of daylight and sunlight with comparison to BRE recommendations. Of the adjoining residential properties assessed, four windows in 60 and 60a Warminster Road do not meet the BRE guidelines with a loss of daylight up to a maximum 27.1%. The proposal would therefore impact the amenities of 60/60a Warminster Road but the views of the skyline would remain acceptable. The proposal also meets the BRE guides target criteria for gardens to have at least 2 hours of direct sunlight. The submitted assessment shows a worst case scenario as the scale of the proposed windows at ground floor level are larger with no analysis of the existing roof lights on site. There are noted to be two windows, double glazed double doors and rooflights present at 60 Warminster Road which located within an open plan kitchen. Whilst at 60a Warminster Road there are two double glazed doors and a number of windows which are stated to be located within a family room and playroom. Although the BRE guidance are good practice parameters, they are not linked to relevant policy. Considering the urban setting that the development is set within, the orientation of the development, the proposal continuing to provide acceptable direct views of the skyline and acceptable sunlight levels, on balance it would be acceptable.
- 7.21 The proposal has been designed to minimise any harmful impact on the amenities of the adjacent residential properties. Full details of the boundary treatment, a detailed landscaping scheme, the timber batten screening and to ensure no further windows are inserted in the boundary can be secured by condition.

Amenities of Future Occupiers

- 7.22 The size and layout, including the outlook from each unit would be acceptable. The proposed screening to front amenity spaces would affect light, but the relevant BRE standards are still met.
- 7.23 There would be acceptable private amenity and shared areas to the front and rear of the building. Furthermore, the ground floor flats would have direct access to private amenity space in the form of a rear gardens. Adequate provision has been made for the other units to have private amenity space, with suitable screening to protect the amenity of existing and proposed residents. As such, the proposal would comply with the above policies.

Transport

- 7.25 The site is located within an area with a public transport accessibility level (PTAL) rating level of 1a, which is considered to be poor but in very close proximity to PTAL rated 4 area which is considered good. The site is located approximately 1km from Norwood Junction station and 615 metres away from the array of local amenities in South Norwood. There are also 34 buses per peak hour within 550 metres of the site.
- 7.26 The existing 18 garages are smaller than the minimum requirement for a modern vehicle (2.8m by 5m) and therefore are unlikely to be suitable for parking vehicles. Therefore, their loss is not considered to impact upon parking within the surrounding area.
- 7.27 Policy SP8.17 seeks to ensure that there is an appropriate level of car parking. The London Plan Policy 6.13 sets out maximum parking standards for new residential development, with 1-2 bedroom units providing less than 1 per unit. At present, the London Plan states that in outer London areas, with low PTAL boroughs should consider higher levels of provision. However, it is important to note that these policies seek to reduce car parking levels – thereby reducing private car trips and encouraging more sustainable modes of travel (including walking, cycling and use of public transport. A reduction in the proportionate availability of car parking spaces associated with the current proposals is considered acceptable. Providing downward pressure on the availability of car parking space is a key approach to slowing the increase of car use within London and in line with the emerging policies of the draft London Plan, which states that car-free developments should be a starting point.
- 7.28 The existing access would be retained with 1 accessible wheelchair parking space provided. Transport Assessment shows that average car ownership in the vicinity of the site is calculated at 0.75 vehicles per household (based against 2011 census). On this basis, it is assumed the future occupiers could generate a parking demand of 9 spaces. The overnight parking stress survey indicates a moderate to good amount of spare parking capacity within Warminster Road and Avenue Road with 67 spaces available overnight and 59 spaces during the daytime. Even when considering the previously approved Brick by Brick application (ref.17/05954/FUL), Warminster Road with this proposal, overall it is considered that the local highway has the potential to reasonably accommodate any new vehicles associated with the development as well as any potentially displaced as a consequence of the proposals.
- 7.29 Cycle storage areas are indicated on the plans which is in accordance with the London Plan standards. There are some concerns in relation to the proposed cycle parking within the ground floor units front terraces, however it is considered that further details can be conditioned accordingly.
- 7.30 A refuse storage area is proposed within the access road, whereby refuse can be collected by Council operatives. This is considered acceptable subject to detailed conditions. Deliveries would also be from the adjacent highway. The existing vehicle access would be retained off Avenue Road, providing acceptable access for the proposed wheelchair accessible parking space and to provide emergency access to the site.

- 7.31 A preliminary Construction Logistic Plan (CLP) has been submitted in the transport assessment. As the development is at planning application stage and a contractor has not yet been appointed, it is therefore considered that the applicant will not be able provide full details of site layout and management or the numbers or timing of deliveries. Prior to the appointment of the Principal Contractor, a Construction Management Plan (CMP) should be developed alongside the Pre-commencement Health and Safety Information (PCI), also required by the Construction (Design and Management) regulations 2015. A detailed CLP will be secured through condition.

Impact on trees

- 7.32 There are no trees on site but there are a number of trees located on the adjacent site to the rear. The proposed development is not considered to detrimentally impact the existing specimens with the proposed additional trees considered to be benefit of the scheme and wider area.

Flooding

- 7.33 The proposed sites fall within Floodzone 1 for fluvial flooding and in a very low surfacter water area. The proposed Flood Risk Assessment with Drainage Strategy has been designed to reduce surface water run-off and provide water retention through the use of a biodiverse roof. Permeable paving and soft landscaping will also attenuate surface water flows, providing water quality treatment and preventing downstream flooding. A condition will be imposed to ensure the development accords with the measures outlined in the Flood Risk Assessment with Drainage Strategy and to ensure that surface water is not increased as a result of the development. Further additional details will be secured by condition.

Other Planning Issues

- 7.34 The applicant has submitted an Energy Statement which outlines that sustainable design and energy management measures have been incorporated to meet the requirements of Policy SP6 – 35% reduction in carbon emissions over the Building Regulations 2013 whilst a carbon offset payment will be made towards the zero carbon compliant development in residential areas. Water fittings are specified to meet a target of 110 litres per person per day or less. These measures can be secured by planning condition.
- 7.35 Community Infrastructure Levy – The development would be CIL liable which would be utilised to support local services.

Conclusions

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

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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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