

PART 6: Planning Applications for Decision**Item 6.3****1.0 SUMMARY OF APPLICATION DETAILS**

Ref:	18/04281/FUL
Location:	Works, 25 Grenaby Road
Ward:	Selhurst
Description:	Alterations, Demolition of ancillary store room, Use as Place of Worship with associated community and pastoral activities.
Drawing Nos:	1812/D-(00)- ; 1812/D-(00)-2 ; 1812/D-(00)-3 ; 1812/D-(00)-4 ; 1812/D-(00)-5 Rev A
Agent:	PD Planning UK Ltd
Applicant:	Grace Tabernacle Christian Ministries
Case Officer:	Mr D A Gibson

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

2.0 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 a Grant of planning permission subject to the following conditions, legal agreement, and informatives :-
1. In accordance with the approved plans.
 2. Development to be implemented within three years.
 3. Personal planning permission – Grace Tabernacle Christian Ministries.
 4. Matching materials to be used in works to existing building.
 5. Submission of following details to Council for approval : Cycle storage enclosure (appearance) ; Refuse storage enclosure (appearance) ; Security lighting ; Electric vehicle charging point (manufacturer detail)
 6. Except in the case of nationally recognised religious festivals which shall not exceed in total 4 nights in any one calendar year, all activities shall cease by 2200 hours on any day and the premises vacated and access gates shut by 2230 hours. Except in the case of emergencies no person shall be permitted to enter the site until 0600 hours the following day.
 7. In the case of the 4 nationally recognised religious festivals all activities shall cease by 0200 hours and the premises vacated and access gates shut by 0300 hours.
 8. The actionable measures of the Noise Impact Assessment report dated 17/08/2018 as submitted with the application shall be implemented prior to

- the commencement of any of the specified uses and shall be retained in the forms specified for so long as the specified uses are in existence.
9. No sound amplification equipment shall be used for worship services until noise limiting and cut-out devices have been fitted to the electrical supply and connected to windows and external doors. These devices should cut out the supply to amplified sound when windows and external doors are opened. Such fixtures and fittings shall be implanted and retained as such for so long as the worship services are in existence.
 10. The external staircase to the building shall be used for the purposes of emergency access only.
 11. The number of persons on site at any one time shall not exceed more than 150 persons.
 12. The maximum number of children attending the day nursery shall not exceed more than 20 in total.
 13. Prior to commencement of the specified uses a Green Travel Plan shall be submitted to the Local Planning Authority for its written approval. Once approved the actionable measures of the Green Travel Plan shall be implemented prior to the commencement of any of the specified uses and shall be retained in the forms specified for so long as the specified uses are in existence.
 14. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport.

Informatives

1. Removal of site notices
2. The developer should make provision for car park management arrangements, such as marshalls, in the Green Travel Plan, to ensure the safe movement of vehicles on site.
3. Any other informatives considered necessary by the Director of Planning and Strategic Transport.

3.0 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 Alterations, Demolition of ancillary store room, Use as Place of Worship with associated community and pastoral activities.
- 3.2 An amended plan was invited / submitted to improve the overall parking layout and position of refuse storage.

Proposed Ground Floor

Place of Worship 280m²

Training Room 50m²

Day Nursery 63m² (two activity rooms) – Maximum 20 children.

Proposed First Floor

Meeting Rooms - to be used for ancillary administrative purposes ; unaffiliated community groups ; support to promote local businesses ; pastoral care.

Proposed Activities

	Morning (09.00 - 12.00)	Mid Afternoon (12.00 - 15.30)	Late Afternoon (15.30 - 18.00)	Evening (18.00 - 21.30)
Monday	Department Planning	Counselling	Counselling	Counselling
Tuesday	Coffee Morning	Counselling	Homework Club	Bible Study
Wednesday	Community Support	Lunchtime Prayer	Homework Club	Prayer Meeting
Thursday	Counselling	Lunchtime Club	Homework Club	Church Service & Counselling
Friday	Community Support	Community Support	Youth Zone	Choir Rehearsals
Saturday	Morning Prayer	Community Activites	Community Activites	Community Activites
Sunday	Sunday school	Church Service	Youth Service	

Maximum number of individuals on the premises at any one time

	Morning (09.00 - 12.00)	Mid Afternoon (12.00 - 15.30)	Late Afternoon (15.30 - 18.00)	Evening (18.00 - 21.30)
Monday	5	5	5	0
Tuesday	40	5	25	30
Wednesday	30	30	25	30
Thursday	20	30	25	30
Friday	30	30	30	30
Saturday	15	75	75	150
Sunday	50	150	50	100

Site and Surroundings

- 3.4 The site comprises a vacant former workshop building set within an industrial backland plot to the south of Grenaby Road and west of Sydenham Road. The site has been vacant since April 2014 and it was formerly in use as a print works.
- 3.5 The building comprises a ground floor warehouse, with offices on a part mezzanine level. There are single storey rear extensions to the eastern end of the property.

- 3.6 The building is finished in a combination of pebble-dashed render, painted brickwork and profiled metal cladding. The buildings have single and double glazed uPVC and aluminium windows, uPVC/aluminium doors and a mix of mineral felt covered flat roofs and mono-pitch cement roof. The principal entrance to the building is at the western end of the building, with an external metal staircase providing access to a first floor reception area. There is also a double width entrance door at ground floor level in this elevation which appears to be the former unloading bay. A further door is located in the central part of the southern elevation adjacent to a flat roofed plant enclosure. The building provides approximately 530m² of floorspace on the ground floor and approximately 270m² at first floor level.
- 3.7 The land adjacent to the buildings within the site is almost entirely hardsurfaced, providing access, servicing and parking arrangements. There are no marked parking bays within these areas, although there appears to be informal off-street parking for 5 vehicles at the western end of the building, and larger informal parking areas for parking and unloading to the southern and eastern sides.
- 3.8 There are two vehicular access points into the site, either from a shared yard and gated drive from Grenaby Road to the north, or a gated access from Sydenham Road to the east.
- 3.9 Surrounding area is mixed in character. Land to the south of site forms part of Cherry Orchard Community Garden Centre for people with disabilities. The main building fronts St James Road, and it has an extensive car park behind it with a vehicular entrance from Sydenham Road, adjacent to the application site's vehicular entrance. Horticultural buildings, and land used for the growing of plants are located within the north-western corner of the centre, adjacent to the southern boundary of the application site. Land levels within the garden centre are in part slightly higher than the application site, and contained by a retaining wall along the boundary. There are also some trees and vegetation along this boundary. There is a service gate to the garden centre in the north-western corner, that is accessed through the Grenaby Road access, shared with the application site.
- 3.10 To the north of the site is a terrace of two storey residential houses, whose rear gardens back onto the northern boundary of the site. Grenaby Road and Grenaby Avenue to the north are both cul-de-sacs, comprising primarily two storey 1930's terraced houses. At the western end of the road there is a more modern development of two storey houses arranged around communal parking areas. The northern access to the application site is adjacent to these properties. There is also a Children's Care Centre in Grenaby Avenue, also with a dedicated car park.
- 3.11 The western access to the site also provides access to Noel Court, a two storey building in use as flats, located to the west of the application site. This building appears to have originally been constructed for office purposes, and has a parking forecourt to its frontage.

- 3.12 Yellow lines prevent on-street parking Monday to Saturday between 7am and 7pm in Sydenham Road, and between 9am and 5pm in Grenaby Road.
- 3.13 The site is within a Controlled Parking Zone, being within the “East Outer Permit Zone”. This restricts parking to marked “pay and display” bays or “residents parking” bays within designated areas.
- 3.14 The site has a Transport for London Ptal rating of 5 to 6B (the majority of the site itself appears to fall within a Ptal 5 quadrant).

Relevant Planning History

- 3.15 03/03827/P - Demolition of existing buildings; erection of 2/3 storey block to provide 11 two bedroom and 1 one bedroom flats; erection of bin store; formation of vehicular accesses onto Grenaby Road and Sydenham Road and provision of 11 parking spaces.
The application was withdrawn.

SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposed development
- The proposed development would not cause significant harm to neighbouring properties' living conditions.
- 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. The proposed development would not have an adverse impact on the operation of the highway.

4.0 CONSULTATION RESPONSE

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

5.0 LOCAL REPRESENTATION

- 5.1 A total of 41 neighbouring properties were notified about the application and invited to comment by the way of letter. Site Notices were also erected. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

30 individual responses: 29 Objections : 1 Supporting

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

Objections

- Increased noise / disturbance from number of patrons / activities.
- Increased traffic / parking pressure from number of patrons / activities.

- Excess parking on single yellow lines on local roads will inhibit HGV vehicle parking of nearby storage business.
- Excess parking on local roads will impede access to local road for emergency service vehicles.
- Loss of privacy.
- Detrimental to site safety.
- Increased pollution.
- Cumulative effect of places of worship within locality.

Supporting

- Supports the application (no specific reason given).

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

6.2 Government guidance is contained in the National Planning Policy Framework (NPPF), issued in 2018. 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:

- Chapter 4 – Decision making.
- Chapter 8 – Promoting healthy and safe communities.
- Chapter 9 – Sustainable transport.
- Chapter 11 – Making effective use of land.
- Chapter 12 – Achieving well designed places.

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

- Policy 3.1 Ensuring Equal Life Chances for All.
- Policy 3.16 Protection and Enhancement of Social Infrastructure.
- Policy 4.4 Managing Industrial Land and Premises.
- 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.

6.4 A new draft London Plan has been out for public consultation which expired on the 2 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.

6.5 Croydon Local Plan (2018) - The new local plan was adopted on the 27th February 2018. The main relevant policies to this application are as follows:

- SP1: The Places of Croydon.
- SP3 : Employment
- SP3.2 Protection of Employment Land
- SP4: Urban Design and Local Character.
- SP4.1 High quality development that responds to local character.
- SP4.2 Be informed by opportunities of Place and enhance social-cohesion and wellbeing.
- SP5 : Community Facilities
- SP5.4, SP5.5 & DM19.2 : Providing New Community Facilities
- SP5.6 : Places of Worship
- DM10: Design and Character.
- DM10.2 Appropriate parking and cycle parking design.
- DM10.6 Protection to neighbouring amenity.
- DM10.7 Architectural detailing.
- DM10.9 Lighting and light pollution.
- DM13: Refuse and Recycling.
- SP8: Transport and the Communication.
- SP8.5 and SP8.6 Sustainable travel choice.
- SP8.7 Cycle parking.
- SP8.15 Ptal ratings
- DM29: Promoting sustainable travel.
- DM30: Car and cycle parking.
- DM36 : Place: Broad Green and Selhurst

7.0 MATERIAL PLANNING CONSIDERATIONS

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

- Principle of development
- Townscape and Amenity Issues
- Impact of the development on parking and the highway

Principle of Development

- Loss of Employment Use and Provision of Places of Worship / Community Uses
- 7.2 Policy SP3.2 of the Croydon Local Plan adopts a '4-tier' approach to the retention and redevelopment of land and premises relating to industrial/employment activity, even where they are vacant. However, policy also specifically sets out what the 'permitted uses' will be these sites.
- 7.3 For a Tier 4 site the permitted uses not only include light industrial, factory and storage use, but also education and community uses where a site has a TfL Ptal rating of 3 or above. The Policy promotes the provision of places of worship and pre-school facilities. This is on the basis that places of worship being appropriate for the scale proposed, the likely number of people attending, and the extent of the catchment area or the extent from which members and visitors would be attracted. The location must also be accessible by a variety of modes of transport and ensure that the anticipated demand for car parking and increased traffic would not have any adverse effect on residential amenity. The use must not cause unacceptable noise and disturbance or other potential harm to character and amenities of adjoining residential occupiers.
- 7.4 It is worth noting that the background text to the Policy advises '*The Council is aware that D1 (such as Places of Worship) uses can struggle to find suitable premises. This has led, in the past, to situations where 'Tier 1' type premises have been lost to community uses to the detriment of the area's business function. Allowing the change of use or redevelopment of 'Tier 2 and 4' premises in the more accessible locations, to D1 use class activities (non-residential institutions), not only helps safeguard 'Tier 1' for continued industrial uses, it also opens up a significant supply of premises for community uses/groups to consider. Restricting this flexibility to higher PTAL locations means that uses which attract large numbers of visitors will be able to make more use of public transport.*
- 7.5 Therefore, the loss of employment use and provision of a place of worship with associated pastoral activities and day nursery would comply with policy in principle.

Townscape and Amenity Issues

- Affect on Appearance of Building and Site
- 7.6 Policy promotes high quality sustainable design and seeks to protect adjoining and nearby occupiers from loss of privacy, loss of light, loss of outlook, adverse visual intrusion, and pollution resulting from development, such as noise and disturbance.

7.7 The demolition of an ancillary storage room would be acceptable as it has no architectural merit. There would be works of making good undertaken to the main building (i.e. replacement roof, replacement doors and windows, level access to entrances) are proposed. The main alterations would be two new windows and a set of doors to the NW elevation, two lantern light windows and set of doors to the SW elevation, and a set of doors to the SE elevation, rendering and replacement brickwork. Works of making good and the other alterations are proposed to be carried out in materials to match the existing building. The works and additional windows / doors are relatively minor and would not adversely affect the visual amenity of the building, site, or surroundings. Due to the minor nature of the works the proposed alterations would have no adverse effect on the amenities of adjacent or nearby occupiers.

- Affect on Residential Amenity

7.8 The site is close to residential properties. From the information provided, the largest activity, the congregation for the place of worship, would occur at weekends. The worship times would be dispersed over the weekends. The 'maximum' number of people on the premises would be 150 persons and this would be confined to an early Sunday afternoon worship service.

7.9 Other services and other activities would attract a lesser number of people and activities would not extend beyond 21.30 hours, although it is likely that people (staff) would be on site after those hours for cleaning, administration and to lock-down the site. The proposed timetable of activity is comparable to similar places of worship with associated multi-community uses.

7.10 In this instance, the applicant proposes to mitigation in the form of sound insulation measures to be incorporated into the fabric of the building. A Noise Impact Assessment submitted with the application also sets out a number of mitigation measures which are designed to minimise noise and general disturbance. The measures set out therein could also be secured by condition.

7.11 Notwithstanding that, it is recommended to restrict the following through conditions :

- The hours of operation of the place of worship and associated community uses;
- The maximum number of persons that can be on site at any one time.

7.12 Other mitigation measures to control noise pollution from the uses can also be recommended to be secured by condition, including :

- Noise Limiting Devices to cut out noise if doors/windows are opened.

- Requiring all windows and external doors are closed during amplified music and speech.
- 7.13 The site would provide sufficient off street parking for the majority of activities taking place within the building. The main parking area will be on the southern and eastern side of the building, and would be accessed from the Sydenham Road entrance. The movement of vehicles within this existing parking and servicing area would not therefore cause any adverse disturbance to local residents over and above that which may have been or could be experienced with an industrial use of the premises.
- 7.14 The provision of a physical barrier in the form of the nursery play space will also prevent vehicles from circulating through the site to / from the Grenaby Road entrance and would thereby reduce traffic movement through the more residential Grenaby Road. Therefore, the proposal would not result in adverse increased noise / disturbance from the car park area.
- 7.15 The parking spaces to the western side of the building would be retained for the pastor and staff that may be employed in the premises and would only be accessible from Grenaby Road. There would be no change in vehicle movements into or out of Grenaby Road compared with the existing arrangements, and consequently it is considered there would be no adverse impact on the amenities of the adjoining occupiers.
- 7.16 The applicant advises that all members and visitors to the site will be advised to leave the premises quickly and quietly, and to respect their neighbours. They would also be encouraged to walk, use public transport, or car share so as to minimise vehicle movements and any associated noise and disturbance.
- 7.17 The proposed nursery use would operate from within the building and have an outside play area (to the southern side of the main building). The nursery would be able to operate independently from the place of worship. It would accommodate a maximum 20 children at any one time and operate between 0700 and 1800 Mondays to Fridays only. If operating at this capacity the nursery use is anticipated to provide the equivalent of 7 full-time jobs. The outside play space would be provided between the building and the adjoining Cherry Orchard Garden Centre grounds. As a result, it would not adversely impact on the amenities of any residential properties.
- 7.18 In summary, for the majority of times, the building will have a low level of use, so and it is considered it would not result in any adverse noise or disturbance to the amenities of surrounding residential properties. In many respects it would have a significantly less impact in this respect compared with the former printing works that could have operated 7 days a week, 24 hours a day.
- 7.19 While there may be more people on the premises at weekends, these occasions would be for short periods only, when the main religious services take place. Therefore, while these larger congregations of people may cause some increased noise and disturbance it would be for short periods of time only and mitigation measures can be put into place and secured by condition.

- 7.20 It is acknowledged that a number of residential objections have expressed concern about noise and disturbance emanating from the use. However, it is not uncommon for places of worship with associated community facilities to be located within residential areas. With the proposed mitigation measures to restrict noise and disturbance that can be secured as conditions of planning permission it is considered that the proposed development would not lead to adverse noise and disturbance to adjacent and nearby residential occupiers.

Impact of the development on parking and the highway.

- 7.21 Policy promotes sustainable travel choice. The site is located in an area with a Pta of 5 to 6B so has good access to public transport. There are several local bus routes on nearby St. James's Road and the site itself is a short walk to Croydon Metropolitan Centre.
- 7.22 Provision would be made for a total of 17 off-street parking spaces on the site. Of these, 5 parking spaces would be accessed from the Grenaby Road entrance (as per the existing arrangements), while the other 12 parking spaces to the east and south of the building would be accessed from the Sydenham Road entrance, which would be the main visitor entrance / exit. Provision is also made for 4 disabled car parking spaces.
- 7.23 There are no specific car parking standards set out for community uses. In this case, the amount of off-street parking would be acceptable in the context of the site and surroundings. It would allow some off-street parking for staff and visitors, while the location of the site in a controlled parking zone would provide some short-stay visitor parking.
- 7.24 An electric car charging point would also be provided within the parking area. The applicant would also produce and implement a Green Travel Plan to give further encouragement to all employees and visitors to walk, cycle or use public transport, or to car share as appropriate. This can also be secured by condition.
- 7.25 The location of some of the parking spaces would require management/marshalling in order to operate safely and this matter could form part of a Green Travel Plan to be secured by condition. The Green Travel Plan could also include measures to encourage patrons not to drive to the site premises and not to park in a manner that would inconvenience local residents and businesses.
- 7.26 A cycle store would be provided within the site and a changing room and shower facilities will be provided within the building. A total of 10 cycle spaces would be required.
- 7.27 The applicant has submitted evidence (land registry documents) during the course of the application that no right of way from Grenaby Road to the adjacent

flats at Noel Court would be impeded by the retention of the vehicle access from Grenaby Road and retention of the rear car parking area.

- 7.28 It is acknowledged that a number of residential objections have expressed concern about traffic and parking stress emanating from the use. However, the site is within a highly accessible location. With the appropriate mitigation measures put into place that can be secured as conditions of a planning permission it is considered that the proposal would not lead to undue traffic generation and parking stress to local roads.
- 7.29 The proposal would therefore not be detrimental to local traffic conditions on the adjacent highway network or on parking availability to local roads.

Other Planning Issues

- **Refuse storage**

- 7.30 Policy promotes the provision of adequately screened and conveniently located refuse storage.
- 7.31 The refuse storage would be provided adjacent to the main parking area of the site. It would be sited within 20 metres of the highway. Details of an enclosure can be secured by condition.

- **Security**

- 7.32 Policy seeks to ensure new lighting schemes do not cause glare and light pollution.
- 7.33 Full details of security lighting can be secured by condition.

8.0 Conclusion

- 8.1 The proposed development would make effective use of vacant brownfield land and would make provision for community facilities within a highly accessible location. With appropriate mitigation measures put into place it would not result in undue noise and disturbance, nor undue increases in traffic generation or parking stress to local roads.
- 8.2 All other relevant policies and considerations, including equalities, have been taken into account.

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