

Officer Report:

PLANNING COMMITTEE AGENDA

29 August 2019

PART 6: Planning Applications for Decision

Item 6.4

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 19/00305/OUT
Location: Norbury Trading Estate,
Ward: Norbury and Pollards Hill, Craginsh Avenue, Norbury, SW16 4RW.
Description: Demolition of the existing buildings, erection of 3 to 5 storey and part 6/part 7 storey building to provide 1,028 square metres B1 floorspace and 536 square metres D1 floorspace and 73 residential units comprising 50x2 bedroom, 12x1 bedroom and 11x3 bedroom flats, provision of associated off-street parking comprising 28 residential car parking spaces and 4 commercial parking spaces and provision of associated cycle storage and refuse storage, alongside associated landscaping and amenity space. (Application for outline planning permission with landscaping as the reserved matters)
Drawing Nos: T1_0_20100 Rev T1A ; T1_0_20101 Rev T1A ;
T1_0_20102 Rev T1A ; T1_0_20103 Rev T1A ;
T1_0_20104 Rev T1A ; T1_1_20100 Rev T1A ;
T1_1_20101 Rev T1A ; T1_1_20102 Rev T1A ;
T1_1_20103 Rev T1A ; T1_1_20104 Rev T1A ;
T1_1_20402 Rev T1A ; T1_1_20403 Rev T1A ;
T1_1_20404 Rev T1A ; T1_1_20410 Rev T1 ;
T1_1_20411 Rev T1 ; T1_1_20412 Rev T1 ; T1_1_20413 Rev T1 ; T1_1_20420 Rev T1 ; T1_1_20421 Rev T1 ;
T1_1_20422 Rev T1 ; T1_1_20423 Rev T1 ; T1_1_23301 Rev T1 ; T2_1_20402 Rev T2A ; T2_1_20403 Rev T2A ;
T2_1_20404 Rev T2A ; T1_1_20405 Rev T1 ; B(20)E01 Rev T1 ; T1_1_20099 Rev T1 ; T1_0_20099 Rev T1 ;
T1_0_20201 Rev T1 ; T1_1_20201 Rev T1 ; T1_0_20202 Rev T1 ; T1_1_20202 Rev T1 ; T1_0_20203 Rev T1 ;
T1_1_20203 Rev T1 ; T1_0_20105 Rev T1 ; T1_1_20105 Rev T1 ; T1_0_20107 Rev T1 ; T1_1_20107 Rev T1 ;
T1_0_20106 Rev T1 ; T1_1_20106 Rev T1 ; B(20)S01 Rev T1 ; B90E02 Rev T1 ; B90E01 Rev T1 ; B(10)P100 Rev T1 ; B(20)E02 Rev T1.
Applicant: Goldcrest Land
Agent: KG Creative Consultancy
Case Officer: Dean Gibson

Proposed Residential Accommodation

	1 bed	2 bed	3 bed	Total
Proposed	12 (16.5%)	50 (68.5%) (14 x 2 bed/3person) (36 x 2 bed/4person)	11 (15%)	73

Affordable - 30% on site: 8 affordable rented dwellings (at London Affordable Rents) and 22 shared ownership dwellings with required early and late stage review mechanisms.

Proposed Employment and Community Uses

	Number of Units	Total Floor Area	Net Change
Employment (B1c Use)	6	1,028 sq m	- 739 sq m
Community (D1 Use)	3	536 sq m	- 14 sq m

Parking and Cycle Storage Provision

	Number of car parking spaces	Number of Disabled Spaces	Number of cycle parking spaces
Residential	26 car spaces	8 car spaces	136
Other Uses	2 car spaces 4 van spaces	2 car spaces	18

- 1.1 This application is being reported to Planning Committee because the Ward Councillors (Shafi Khan and Leila Ben-Hassel) have made representations in accordance with the Committee Consideration Criteria and requested Planning Committee consideration. Moreover, objections above the threshold in the Committee Consideration Criteria have been received.

2.0 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission prior to the completion of a legal agreement to secure the following:
- a) Affordable housing – 30 units (8 x affordable rented at London Affordable Rent and 22 x Shared Ownership) with review mechanisms (early and late);
 - b) Local Employment and Training contribution (£43,000 - covering construction and end user phases) and compliance with employment and training and local business initiatives;
 - c) Financial contribution towards air quality (£7,600);
 - d) Provision/contribution to car club space (£5,050);
 - e) Future restriction of car parking permits
 - f) Marketing strategy for commercial and community-related accommodation

- g) Financial contribution towards public realm improvements to Norbury Hall Park (£100,000);
- h) S.278 Agreement for the implementation of the highway works / street tree works;
- i) Works to trees close to the boundary with the application site;
- j) Carbon off-setting financial contribution (£130,410)
- j) Monitoring fees

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

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

Conditions

1. The approval of the Local Planning Authority shall be obtained with respect to the following reserved matters before the development is begun: landscaping
2. Any application for approval of the reserved matters referred to in Condition 1 shall be made to the Local Planning Authority within three years of the date of this permission.
3. The development shall be begun no later than two years from the final approval of the reserved matters referred to in Condition 1 or, in the case of approval on different dates, the final approval of the last such matter to be approved.
4. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
5. Details and samples of materials to be submitted
6. Detailed elevational drawings (Scale 1:10) showing window reveals
7. Details of signage to be submitted
8. Details of boundary treatment and retaining walls to be submitted
9. Details of children's play-space to be submitted for approval
10. Security lighting of bin and bike stores, surface and parking areas and under-croft areas to be submitted for approval
11. Inclusive access M4(2) and M4(3)
12. Details of car parking stackers to be submitted for approval and car parking provided prior to first occupation
13. Car club space on street to be provided prior to occupation
14. Details of electric vehicle charging point to be submitted
15. Full details of cycle storage to be submitted
16. Construction Logistics Plan to be submitted
17. Travel Plan to be submitted.
18. BREEAM Excellent (commercial and community uses)
19. 110L Water usage (Residential units)
20. Accord with mitigation and enhancement measures outlined in the Preliminary Ecological Survey
21. Construction environmental management plan (biodiversity) to be submitted prior to any development on site.

22. Development completed in accordance with mitigation outlined in Noise Assessment
23. Details of sound insulation between commercial/community units and first floor dwellings to be submitted.
24. Details of sound proofing/noise attenuation measures to residential flats in the development.
25. The use of the B1 accommodation restricted to B1b) and B1c) uses only
26. SUDS and drainage details (In accordance with Flood Risk Assessment submitted)
27. Contaminated Land report and remediation strategy to be submitted
28. Details of connection to foul and/or surface water drainage system to be submitted
29. No infiltration of surface water drainage into the ground
30. No piling or any other foundation designs using penetrative methods without consent of the LPA.
31. Hours of operation (B1c Uses)
32. Hours of operation (D1 Use)
33. Details of noise limiters (D1 and B1 uses)
34. Public art details to be submitted
35. Delivery and Servicing Plan to be submitted
36. Secure by Design details to be submitted
37. Details of security shutters to commercial units and community use units to be submitted
38. No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.
39. Details of sound insulation between commercial/community units and first floor dwellings to be submitted.
40. Details of sound proofing/noise attenuation measures to residential flats in the development.
41. Full details of public realm improvement works on the boundary with the adjacent park (including gates and access arrangements between the development and the adjacent park) to be submitted and approved prior to first occupation of development – and operated in accordance with approved arrangements.
42. Details of visibility splays to vehicle access
43. S.278 Agreement works to be completed prior to occupation
44. Details of tree protection to be submitted
45. Archaeology – watching brief to be undertaken.
46. No windows to be provided other than those shown on approved plans
47. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Granted subject to a Section 106 Agreement
 - 2) Community Infrastructure Levy
 - 3) Code of practise for Construction Sites
 - 4) Light pollution
 - 5) Requirement for ultra-low NOx boilers
 - 6) Nesting birds in buildings
 - 7) TfL Informative – Mayor’s Vision Zero initiative.
 - 8) Thames Water informative
 - 9) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport
- 2.4 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.
- 2.5 That if by 29th November 2019 the legal agreement has not been completed, the Director of Planning and Strategic Transport is delegated authority to refuse planning permission.

3.0 PROPOSAL AND LOCATION DETAILS

- 3.1 The planning seeks outline planning permission, with all matters for consideration at this stage (access, appearance, layout and scale) apart from landscaping, which is proposed for future consideration and determination as a subsequent reserved matter.
- 3.2 The proposal includes the following:
- Demolition of existing buildings
 - Erection of a 3 to 5 storey and part 6/part 7 storey building.
 - Provision for 1,028 square metres of B1 floorspace and 536 square metres of D1 floorspace at ground floor level.
 - Provision of 73 residential flats
 - 28 residential car parking spaces
 - 4 commercial van parking spaces
 - Provision of associated cycle storage and refuse storage.
 - Provision of communal external amenity space and children's play space
- 3.3 During the course of the application amended plans have been received. The main alterations to the schemes design have been as follows:
- Core C2. Loss of one bed space per floor and flats 8, 28, 45, 60 now accommodate external window to western facing elevation to provide for breakout and lobby area in corridor on floors 1 to 4.
 - Enhanced landscaping
 - Three Design and Access Statement Addendums. CGIs of proposed building, GA Plans, Elevations and Sections.

- Revised schedule of accommodation, to take into account loss of bed spaces to flats 8, 28, 45 and 60.
- Landscaping: rear door opening added to rear block commercial units at ground floor to allow direct access to rear footpath.
- Illustrations to provide details of how car park stackers would operate and appear.
- Bay details, balcony details, section details, separating floor details.

Figure 1 – Proposed Ground Floor Layout



Site and Surroundings

- 3.4 The application site is known as the Norbury Trading Estate (0.46ha in area) which is situated and accessed off the south side of Craignish Avenue (Norbury). The industrial building is a single and two storey warehouse-style building and has linear brick form which turns its back to Craignish Avenue, albeit with a narrow landscaped buffer strip between the building and the back edge of footway. There are seven units in total.
- 3.5 Whilst all the units are currently vacant, one of the units was previously occupied as a lawful D1 (community) use (Units 3-4) and one as an unlawful D1 (community) use (Unit 7). The lawful uses of the remaining units were within B1 uses (business).
- 3.6 The openings to the ground floor commercial units face south, directly onto the hardstanding/parking area (providing approximately 42 parking spaces). There is one gated vehicle access off Craignish Avenue, adjacent to the western flank elevation of Unit 1.

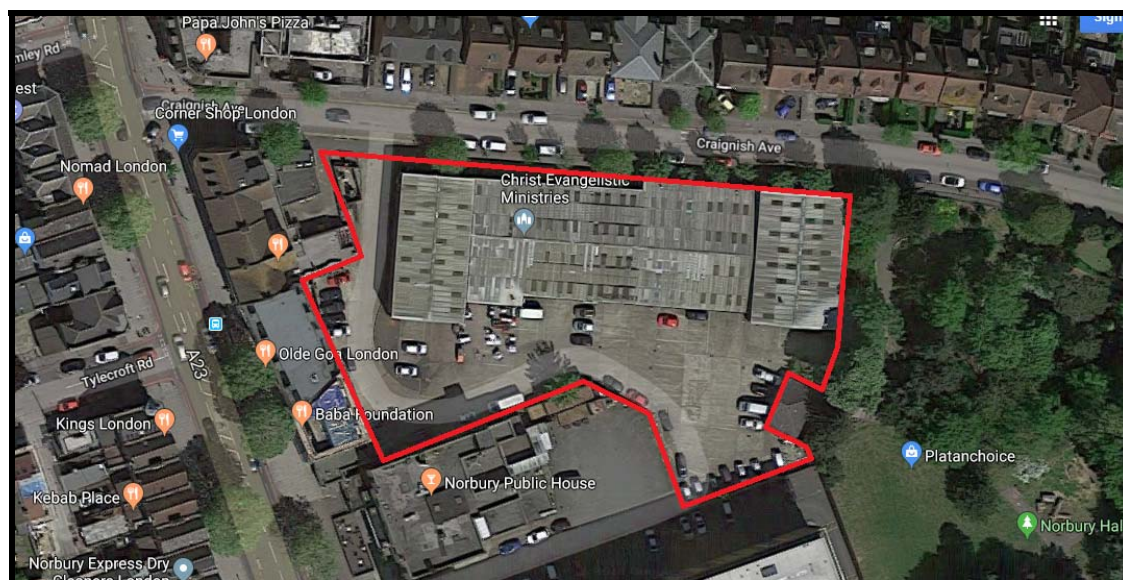
Fig 2: Site location plan



- 3.7 The site is bounded to the west by properties known as 1328 to 1346 London Road. These are predominantly three/four storey buildings with retail uses and pub/nightclub uses at ground floor. The upper floors comprise mixed uses, including some residential accommodation. A number of the upper floor residential units have windows and/or balconies which face east and which directly overlook the industrial estate. Directly abutting the south-western corner of the industrial estate is the flank wall of an adjacent public house (1326 London Road – The Norbury Centre) which is a 3/4 storey brick building with rendered frontage.
- 3.8 Further to the south of the industrial estate is Radnor House, a former 6/7 storey office block (constructed in brickwork and facing onto London Road) which has previously been converted to flats. Further along London Road to the south are several other similar multi-storey buildings, including other office-to residential conversions.
- 3.9 To the east of the application site is Norbury Hall Park which is a locally listed park, bounded by park railings. The park provides an important setting for Norbury Hall, which is a Grade II listed building and is currently in use as a care home. Also within the park is a locally listed building (56 Craignish Avenue).
- 3.10 On the north side of Craignish Avenue are two storey semi-detached dwelling houses. There is a four storey brick (former) post office and telephone exchange building to the north-west (1348-1350 London Road) at the junction of Craignish

Avenue. On the opposite side of London Road (opposite the junction of Craignish Avenue) 1391-1393 London Road is a locally listed building (currently occupied by the National Westminster Bank). On the west side of London Road lies the Norbury Estate Conservation Area

Fig 3. Aerial view highlighting the proposed site within the surrounding area



- 3.11 The application site has a PTAL of 4 and is within an 8 minute walk from Norbury Train Station. The site is located within the boundary of Norbury District Centre.
- 3.12 The site is directly adjacent to a Local Heritage Area (sited to west of Industrial Estate) and is close to London Road (A23) - classified as a part of the Transport for London Strategic Road Network (Red Route). The site is also within an Archaeological Priority Zone and is within an area of low flood risk from fluvial flooding and surface water flooding.

Planning History

- 3.13 The planning applications below are directly relevant to the application site:

Pre-Applications

- 3.14 A large number pre application proposals have been submitted to the local planning authority over recent years (LBC Refs 16/00761/PRE; 16/04777/PRE; 17/01360/PRE; 18/00388/PRE; 18/02652/PRE).

Prior Approval Demolition Applications

- 3.15 A number of prior approvals have been granted for demolition of the existing commercial units (LBC Refs 18/02256/PAD; 18/02257/PAD; 18/02258/PAD; 18/02259/PAD). All approvals were granted in June 2018. This provides a clear indication of the applicant's aspiration to redevelop the site.

Planning Applications

- 3.16 On 6th April 2009, planning permission was granted for the erection of 2x2 storey units for use within class B1 (business), B2 (general industry) or B8 (storage and distribution) along with the reconfiguration of parking layout (LBC Ref 08/02730/P)
- 3.17 On 8th April 2010, planning permission was granted in respect of Units 3 and 4 – for continued use as a place of worship/associated community uses (within Class D1) with provision of associated parking (LBC Ref 09/03748/P).
- 3.18 On 8th April 2010, planning permission was granted for the continued use of Unit 7 - for continued use for B1 purposes during the week and community and educational purposes (Class D1) on Friday evenings and weekends (LBC Ref 10/00033/P).
- 3.19 On 20th August 2012 planning permission was granted for the erection of 2x2 storey units for use within class B1 (business), B2 (general industry) or B8 (storage and distribution); reconfiguration of parking layout (renewal of 08/02730/P) (LBC Ref 12/00941/P)
- 3.20 On 11th February 2013, planning permission was refused for the use of Unit 7 for mixed use (for B1 uses during the week 9am-5pm and for community and educational purposes (Class D1) during evenings and weekends (LBC Ref 12/02499/P).
- 3.21 On 13th July 2017 planning permission was refused for the continued use of Unit 7 as a place of worship. (LBC Ref 17/00871/FUL).
- 3.22 On 7th July 2017 a lawful development certificate was confirmed in respect of the use of Unit 1 for the repair of motor vehicles and MOTs (Use Class B2). (LBC Ref 17/02394/LP).
- 3.23 At the same time as the application the subject of this report, the local planning authority received an application for full planning permission for the demolition of the existing buildings, the erection of 3 to 5 storey building to provide for 1028 square metres B1 Use Class, 536 square metres D1 Use Class and 66 residential flats comprising 45x2 bedroom flats, 12x1 bedroom flats and 9x3 bedroom flats, provision of associated off-street parking comprising of 28 residential car parking spaces and 4 commercial parking spaces and provision of associated cycle storage and refuse storage, and provision of associated landscaping and amenity space (LBC Ref 19/00304/FUL). This application remains under consideration – with the eventual decision pending.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- Whilst the application has not been accompanied by two year marketing evidence, contrary to policy requirements designed to determine the extent of demand for the existing accommodation and/or the capacity of the site to

maximise industrial and storage uses, the scheme would deliver a reasonable level of replacement commercial accommodation to an enhanced standard (more suited to emerging business needs) alongside a reasonable level of residential accommodation, including affordable housing (embracing mixed tenures). The loss of existing accommodation and the failure to properly explore the level of demand for existing accommodation is acceptable under these specific circumstances.

- The proposal would re-provide community uses in accordance with policy requirements; albeit a lesser amount – but again, more suited to local needs.
- The principle of intensive residential development is acceptable given the national and local need for housing and the brownfield status of the land. The development would make a significant contribution towards meeting borough-wide housing targets.
- The proposal would provide 30% on-site affordable housing provision (a mix of London Affordable Rent and Shared Ownership alongside required early and late stage review mechanisms) in accordance with local plan requirements. Officers are satisfied that this is the maximum reasonable level of affordable housing currently deliverable in view of the current status of scheme viability.
- The proposal would deliver a significant number of family units, with 67% of units being suitably sized for families/small families (2 and 3 bed/4 person units).
- The development would have an acceptable impact on the adjacent listed Norbury Hall, Norbury Hall Park, Norbury Estate Conservation Area and other nearby designated and non-designated heritage assets with no harm being caused.
- The scheme has been amended to render the design and appearance of the development acceptable. Whilst it is acknowledged that the proposed height would be at variance with the existing structures on site and would exceed overall development plan building heights envisaged for Norbury, the massing, height, appearance and form of the development would be in context with surrounding sites and would represent a striking and appropriate back-drop to Norbury Hall Park – with opportunities to enhance the relationship between the application site and its adjacent parkland setting.
- The living conditions of adjacent occupiers would be protected from undue harm, subject to the use of planning conditions.
- The living standards of future occupiers would be acceptable (in terms of overall residential quality) and would comply with the Nationally Described Space Standard (NDSS).
- The level of parking and impact upon highway safety and efficiency would be acceptable, in view of public transport accessibility levels.
- Sustainability aspects have been properly assessed and their delivery can be controlled through planning obligations and planning conditions.
- Secure by Design principles can be secured subject to condition.

5.0 CONSULTATION RESPONSE

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

Lead Local Flood Authority (LLFA) (Statutory Consultee)

- 5.2 The LLFA have previously objected to the proposals (based mostly on lack of sufficient information to fully satisfy the imposition of a planning condition, to underpin the delivery of sustainable drainage arrangements). This additional information is now being prepared and submitted in the hope that LLFA's issues can be resolved in time for Planning Committee consideration. This further information and associated LLFA commentary will be included in the Planning Committee addendum report.

Transport for London (TfL) (Statutory Consultee)

- 5.3 No objections have been raised by TfL, although it recommends the imposition of planning conditions, designed to secure a Construction Management Plan and a Delivery and Servicing Plan.

Thames Water

- 5.4 Thames Water requests that a piling method statement to be agreed by planning condition (in consultation with Thames Water). This has been included within the recommendation section of this report. Moreover, it raises no objection to surface water and waste water issues and any advice offered can be included as an informative.

6.0 LOCAL REPRESENTATION

- 6.1 The application has been publicised by way of 234 letters of notification to neighbouring properties in the vicinity of the application site. Site notices were also displayed in the vicinity of the site and a press note published. Following the receipt of amended plans, notification letters were re-issued advising neighbouring properties of the amendments.
- 6.2 The number of representations received from neighbours in response to notification and publicity of the application are as follows:

No of individual responses: 31 Objecting: 13 Supporting: 18

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

Objection	Officer Response

Proposal represents over development of the site – with excessive height and impact on properties in the immediate vicinity – especially those on the opposite side of Craignish Avenue.	The density of development has been properly assessed and is within the density ranges outlined in the London Plan. Moreover, the form, scale and intensity of development would be appropriate with effects either being acceptable or suitably mitigated through the use of planning conditions and/or planning obligations
The development would be out of character with the surrounding area	Bearing in mind the close relationship to Norbury Hall Park and neighbouring taller buildings, officers are content with the overall scale of development and consider it to be in keeping with the character and appearance of the area.
Loss of light and privacy (increase levels of overlooking) to surrounding properties	Window to window separation would be acceptable – with existing privacy levels appropriately managed.
The proposed development would lead to conflict with the operation of a neighbouring night-club/late night function room “The Norbury Centre” which can remain open (especially during weekends) up until 4.30am. The proposal would be too close to licenced premises, especially as customers use the first floor beer garden and smoking area. Reference is made to the Ministry of Sound case in the Elephant and Castle where extensive sound insulation was required (as part of a neighbouring residential proposal) to ensure that the uses could operate in close proximity to each-other without resulting in noise-related complaints.	The neighbouring night-club is an important consideration and it is reasonable to require the applicant to ensure that the residential units are properly insulated, not only from the proposed commercial and community related uses, but also from commercial and leisure uses established within the area. Planning conditions are recommended to ensure that the residential development fully recognises potential noise nuisance generated by neighbouring sites and mitigates appropriately.
Impact of development on the adjacent park - being overlooked – which would affect overall enjoyment of the space.	Development overlooking the park might well enhance safety and security for existing and future park users.
Increased pressure being placed on car parking within surrounding streets. This will place additional pressure on surrounding streets	The site is located in a relatively sustainable location and the provision of less than 1-1 car parking is acceptable in such circumstances.

(especially Craignish Avenue) which will lead to more front gardens being paved over – to accommodate forecourt parking spaces	The site is in close walking distance from district centre amenities, Norbury Train Station and local bus routes. Limitations around access to any future car parking permits is included as a planning obligation along with the provision of a car club space.
No mention of affordable housing/social housing as part of the submission	Affordable housing has been negotiated and officers are satisfied that the offer made by the applicant is acceptable, with a proportion of units proposed to be delivered as affordable rented accommodation (at London Affordable Rents)
There is a need for 4-5 bedroom houses to offset the loss of larger family houses through the redevelopment of sites to provide flatted accommodation.	The scheme would provide a large number of family accommodation in accordance with policy.
Impact on trees – within the park.	Any loss of trees would be minimal and in any case justifiable. There will need to be further dialogue with the Council's Parks Team (outside the town planning process) to agree how the scheme relates to and engages with Norbury Hall Park and especially, the exploration of how future community uses might also engage with park activities (and visa-versa)
Comments in Support	Officer Response
Norbury is currently a run-down and neglected community and is in desperate need of regeneration; new housing and the provision of flexible workspace should suitably encourage pride in the area.	
Well thought out and considered scheme. It will have some effect for residents at the top end of Craignish Avenue but the long term benefits should be welcomed.	
The height of the proposed development would be acceptable and the overall design has been well	

considered.	
Will ensure that waste does not unacceptably accumulate on site	
The further residents in the area will support local business and local shops – especially in view of the new Co-Op planned for London Road	

6.4 The following Councillors have made representations:

Councillor Shafi Khan (Ward Councillor). Objecting and referred application to committee on the following grounds:

- Mass and modern look will not blend well with the nature and character of houses facing in Craignish Avenue and street scene;
- Cumulative effects of local developments cause additional parking problems in area;
- Insufficient affordable housing provision;
- Loss of employment space.

Councillor Leila Ben-Hassel (Ward Councillor). Objecting and referred application to committee on the following grounds:

- Proposal will have a negative impact on area and Craignish Avenue;
- Will cause additional parking problems in the area and Craignish Avenue;
- Lack of affordable housing provision;
- Loss of employment space.

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

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

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

- Meeting the challenge of climate change.
- Delivering a sufficient supply of homes.
- Building a strong, competitive environment.

- Promoting sustainable transport.
- Making effective use of land.
- Achieving well designed places.

7.3 The planning policies raised by the application that the Committee are required to consider are listed below and are broadly examined in the Planning Considerations section of this report.

Consolidated London Plan 2015

- 3.1 Ensuring equal life chances for all
- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.6 Children/young person's play & informal recreation areas
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 3.11 Affordable housing targets
- 3.12 Negotiating affordable housing
- 3.13 Affordable housing thresholds
- 4.4 Managing industrial land and premises
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.16 Waste net self sufficiency
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture
- 7.14 Improving air quality
- 7.19 Biodiversity and access to nature
- 7.21 Woodlands and trees

Croydon Local Plan 2018

- SP1 The Places of Croydon
- DM41 Norbury
- SP2 Homes
- DM1 Housing choice for sustainable communities
- SP3 Employment
- SP3.2 Innovation, investment and enterprise
- SP4 Urban design and local character
- DM10 Design and character

- DM13 Refuse and recycling
- DM14 Public art
- DM15 Tall buildings
- DM16 Promoting healthy communities
- DM18 Heritage assets and conservation
- DM16 Promoting healthy communities
- SP5 Community facilities
- DM19 Protecting and providing community facilities
- SP6 Environment and climate change
- SP6.3 Sustainable design and construction
- DM23 Development and construction
- 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

7.4 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Croydon Suburban Design Guide Supplementary Planning Document April 2019

8.0 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of Development – Including Employment and Community Related Considerations
2. Affordable Housing and Housing Mix
3. Townscape, Visual Impact and Heritage Impact
4. Housing Quality for Future Occupiers
5. Residential Amenity for Neighbours
6. Parking and Highway Safety
7. Flood Risk
8. Sustainability
9. Trees, Landscaping and Biodiversity
10. Other Planning matters

Principle of Development

Loss of Employment Use

8.2 The application site is located within the Norbury District Centre and is designated as a Tier 3 employment site. Planning policy therefore provides

protection for existing industrial activities and supports incoming uses that fall within the B1b/B1c, B2, B8 use classes as well as related sui generis uses.

- 8.3 In order to demonstrate that there is no demand for a scheme comprised solely of B1b/B1c, B2, B8 and related sui generis uses, Policy SP3.2 of the Croydon Local Plan (2018) requires marketing evidence to be submitted to confirm that there no demand to justify the continuation of existing activities or the maximisation of alternative forms of commercial development (based solely on B1b)/B1c), B2 or B8 uses and related sui generis uses). The supporting text of Policy SP3.2 advises that protecting Tier 3 sites should help the Council limit the losses in the borough wide stock of such premises. However, it goes on to state that *'The promotion of new workshops in these locations will also add a greater degree of diversity (and theoretically a greater resilience) to the employment offer of the borough's town centres'*. No such marketing has been submitted in support of this application and whilst the units have been vacant for some time (with no commercial activity taking place) this lack of marketing evidence represents a failure to fully justify the adopted development and therefore fails to fully comply with the relevant planning policy.
- 8.4 In this instance, the site has a lawful use for light industrial purposes arising from the original planning permission. The existing employment floorspace amounts to 1,767 square metres and if optimised, the applicant considers it could provide employment for 38 persons.
- 8.5 Whilst evidence has not been submitted to justify the loss of existing accommodation and/or an alternative exclusive employment-focussed redevelopment scenario, the proposal would still re-provide 1,028 square metres of employment-related floorspace (providing a range of uses B1 uses encouraged by Policy SP3.2). In view of the quality of space proposed and if optimised, it is anticipated that the replacement space could deliver employment for around 86 persons. Officers accept that the proposed floorspace might well provide opportunities to increase employment densities on site, especially if the accommodation is used flexibly and innovatively.
- 8.6 Therefore, whilst the level of employment floorspace will be reduced and very limited evidence has been submitted to either justify the loss of existing accommodation and/or the capacity deliver a single employment-related use, the re-provision of commercial units (laid out to meet modern work practices as part of a mixed use redevelopment scenario) would help deliver high quality replacement employment-related floorspace. This accommodation would allow for more effective, flexible and efficient commercial floorspace which should lead to more jobs being made available. Consequently, officers are satisfied with the loss of the existing accommodation, especially as this proposed development scenario should significantly contribute to the on-going regeneration of district centres across the borough.
- 8.7 A planning condition is recommended to ensure that the commercial uses are restricted to light industrial and research and development uses (as SP3.2 seeks to deliver industrial related uses, rather than standard office uses – B1a)). Moreover, full marketing of the commercial and community related

accommodation will be required (on commencement of development) which will be required and managed through the S.106 Agreement. Whilst B8 uses are supported also by SP3.2, they tend to be lower employment generators. Future employment opportunities for local people at construction and operational phases would be captured as part of a Local Employment Training Strategy – to be contained within a subsequent S.106 Agreement.

Community Use

- 8.8 Policy seeks to protect existing community facilities that still serve, or have the ability to serve the needs of the community. However, policy also promotes the provision of new community facilities as follows:-
- a. To meet the evolving needs of the community;
 - b. To improve service provision; and
 - c. To support housing and employment growth.
- 8.9 Two of the existing units on site (550 square metres) have been used in the past as a place of worship with associated community uses, but are now vacant. The planning permission (LBC Ref 09/03748/P) was granted on the basis that the D1 use be restricted to a place of worship.
- 8.10 A total 536 square metres of D1 floorspace is proposed as part of the redevelopment scheme (within three new units proposed towards the eastern end of the site and closest to Norbury Hall Park). Consequently, whilst the amount of community floorspace would be reduced overall, the shortfall would be minimal and such a re-provision would allow the new units to be laid out to meet modern and flexible community needs. It would also allow the floorspace to be used more effectively and efficiently for a wide range of community uses, such as a day nursery, doctor's surgery or uses more closely aligned to activities that take place within Norbury Hall Park which might also provide additional employment opportunities (albeit not B type use related), contributing to the wider regenerative potential of the project. Accordingly, there is no objection to the reduction of overall community-related floorspace.

New Housing

- 8.11 This proposed development should be viewed against a backdrop of significant housing need, not only in Croydon but also across London and the South-East. All London Boroughs are required by the London Plan to deliver a number of residential units within a specified plan period. In the case of Croydon, there is a requirement to deliver a minimum of 32,890 new homes between 2016 and 2036. Croydon's actual need identified by the Croydon Strategic Housing Market Assessment is an additional 44,149 new homes by 2036, but at that time, there was considered to be limited developable land available for residential development in the built up area. This requirement is set out in policy SP2.2 of the Croydon Local Plan (CLP) (2018), which separates this target into three relatively equal sub targets with 10,760 new homes to be delivered within the Croydon Opportunity Area, 6,970 new homes as identified by specific site allocations for areas located beyond the Croydon Opportunity Area boundary

and 10,060 homes delivered across the Borough on windfall sites. The draft London Plan, proposes significantly increased targets which need to be planned for across the Borough. In order to provide a choice of housing for people in socially-balanced and inclusive communities in Croydon, the Council will apply a presumption in favour of sustainable development of new homes.

- 8.12 This housing growth expectation includes Norbury which is defined by the 'Places of Croydon' section of the CLP (2018) as being an area for *'Sustainable growth of the suburbs with some opportunity for windfall sites and infilling, together with dispersed integration of new homes will respect existing residential character and local distinctiveness'*. The Croydon Suburban Design Guide (2019) sets out how suburban intensification can be achieved to deliver high quality outcomes and thinking creatively about how housing can be provided on windfall sites. As is demonstrated above, the challenging targets will not be met without important windfall sites coming forward, in addition to the large developments within Central Croydon and on allocated sites.
- 8.13 The application is for a mixed use employment, community and residential development providing new employment opportunities, new community facilities and additional homes within the borough, which the Council is seeking to promote. The scheme has the potential significant regenerative benefits for the immediate area. The site is located within an existing residential area with close relationships with neighbouring parkland assets and as such, providing that the proposal accords with all other relevant material planning considerations, the principle of development is supported.

Affordable Housing and Housing Mix

Affordable Housing

- 8.14 The CLP (2018) states that to deliver affordable housing in the Borough on sites of ten or more dwellings, the Council will negotiate to achieve up to 50% affordable housing (subject to viability) and will seek a 60:40 ratio between affordable rented and intermediate homes (including shared ownership) unless there is an agreement with a Registered Provider that a different tenure split can be justified. CLP Policy SP2.5 requires a minimum provision of affordable housing to be provided either:
- 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;
 - 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 and construction costs are not in the upper quartile.
- 8.15 A full viability appraisal was provided in support of the planning application which concluded that the proposal could not viably support any affordable

housing. However, following negotiation the applicant has confirmed that 30% of the units can be provided as affordable housing (36% affordable rent – at London Affordable Rents and 64% Shared Ownership). Whilst it is appreciated that the viability assessment confirmed that the scheme was unable to deliver any affordable housing, the applicant has elected to rely on value uplift throughout the course of the construction process and has confirmed a willingness to manage their commercial/development risks – accepting the need to deliver increased levels of affordable housing in accordance with development plan policy. Review mechanisms will also need to be incorporated to capture any value uplift (at early and late stages of the development process) although any assessment would need to apply the initial viability appraisal value costs and outputs as a baseline. The level of affordable to be delivered (at this stage) would therefore equate to 22 units; 8 affordable rented units (delivered at London Affordable Rent) and 14 shared ownership units. Based on the above (which has been accepted by the Council's independent assessor) the proposed affordable housing would be acceptable and in accordance with policy requirements as being the maximum reasonable level of affordable housing (at this stage of the development process). The proposed affordable housing and review mechanisms would be managed through the recommended S.106 Agreement.

Housing Mix

- 8.16 Policy SP2.7 seeks to ensure that a choice of homes is available to address the borough's need for homes of different sizes; achieved by setting a strategic target for 30% of all new homes up to 2036 to have three or more bedrooms. Policy DM1.1 requires a minimum provision of homes designed with 3 or more bedrooms on sites of 10 or more dwellings. In urban locations with a PTALs of 4 (such as this) the requirement is for 40% 3+ bedroom units. The policy goes on to say that within three years of the adoption of the plan, where a viability assessment demonstrates that larger homes would not be viable, an element may be substituted by two-bedroom (four person) homes.
- 8.17 The development proposes a unit mix comprising of 12x1 bedroom (16.5%), 12x2 bedroom/3 person (16.5%), 38x2 bedroom/4 person (52%) and 11x3 bedroom (15%). When including the two-bedroom (four person units), the scheme would provide 67% family sized units (by far exceeding the target). The proposal would provide a net gain in family accommodation, in accordance with the policy requirements outlined above.

Townscape and Visual Impact and Heritage Impact

- 8.18 Policy DM41.1 of the CLP states that to facilitate growth and to enhance the distinctive character of Norbury, developments should:
- Complement the existing predominant building heights of 2 storeys up to a maximum of 5 storeys;
 - Ensure proposal for large buildings are visually consistent with the predominant urban grain; and

- Seek opportunity to provide direct access from the south of London Road to Norbury Railway Station.

8.19 The existing buildings on the site have a functional industrial appearance and are of little architectural or historic importance. There is no objection to their demolition.

Figure 4. Proposed front elevation to Craignish Avenue



Density Considerations

- 8.20 The site has an urban setting with a PTAL rating of 4 and as such the London Plan indicates that the density levels ranges of 200-700 habitable rooms per hectare (hr/ha) would be appropriate.
- 8.21 The proposal would have a residential density of 475hr/ha and whilst this would easily fall within the density range set out for its location, the scheme would also accommodate commercial and community uses which would increase the level of on-site activity – which should be factored into account when assessing the appropriateness of a specific proposed density of development.
- 8.22 The application site is within an established residential area. Its footprint is comparable in size to other flatted developments in London Road and the impact on local character is considered to be acceptable (which is further considered in the following paragraphs). The impact of the development on the neighbouring highway network (including on and off street car parking capacity) would also be acceptable, as considered in the following sections of this report. The proposal would result in a development that would have an acceptable

impact on the appearance of the street scene and would accord with the national and local requirements to intensify the development potential of sites and to optimise the delivery of additional housing in a sustainable manner.

Figure 5 – View of 5 Storey Building from Norbury Hall Park



Townscape and Appearance

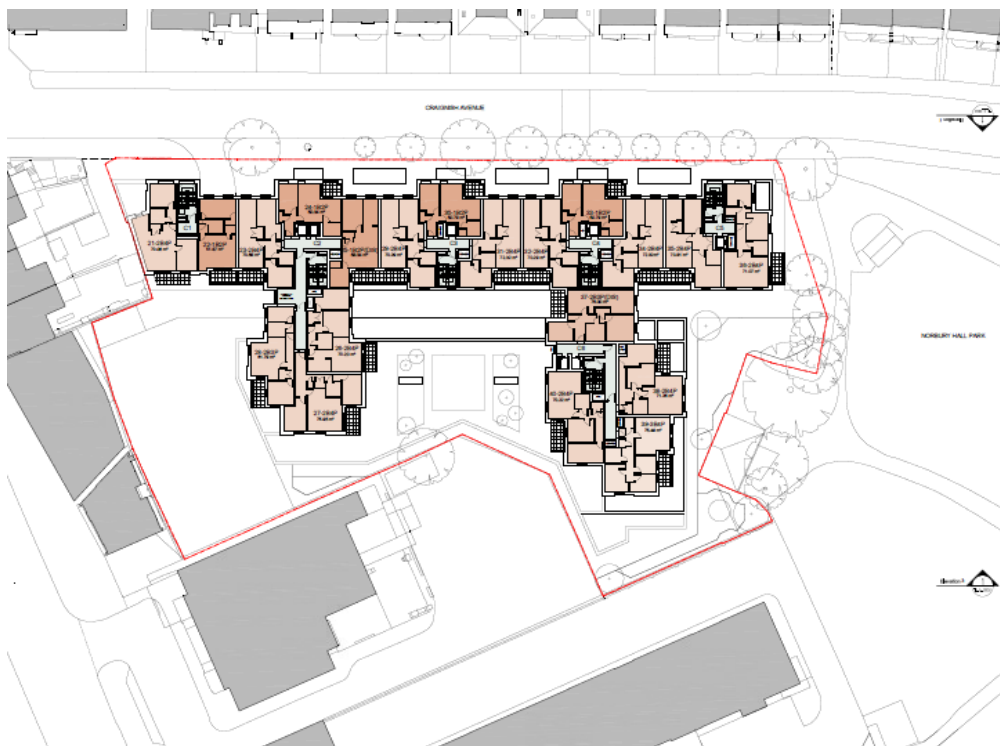
- 8.23 The proposed layout would provide a linear form, facing onto Craignish Avenue and would have an articulated frontage of three storeys with a set-back fourth floor. A single vehicle access onto the site would be provided via an under-croft. The ground floor would comprise the of the six commercial use units, two of the three community use units and residential entrances (leading to individual residential cores). The location of these units/uses on the ground floor would provide a new active frontage to Craignish Avenue, together with a widened pavement with soft landscaping. These public realm elements will need to be finalised as part of subsequent planning conditions discharge and S.278 process and the Highway Authority is already engaged (at this early stage). This would be a significant improvement, compared to the current blank brick façade to the existing industrial buildings. Widening the public realm along Craignish Avenue would also represent a positive move and should enhance pedestrian and cyclist desire lines to and from Norbury Hall Park.
- 8.24 Two rear linear blocks (wings) would project out perpendicular to the front block, which would also take on relatively linear forms. The block nearest to London Road would rise up to five storeys height whilst the block closest to Norbury Hall Park would rise up to seven storeys. The layout of dwellings in these buildings

has been arranged to maximise outlook towards the Park. The seven storey block proposes further community and employment uses at ground floor level.

Figure 6 – View from Craignish Avenue



Figure 7 – Second Floor Plans



- 8.25 The massing and three to four storey height fronting Craignish Avenue would be acceptable and articulated in a manner that would respect the urban grain and modulation of the residential house plots on the opposite side of Craignish Avenue.
- 8.26 While one of the rear blocks would rise up to seven storeys in height (in excess of the general heights specified by DM41.1) the height of the seven storey element would be in context with the series of taller buildings located to the south of the site and which face onto the Park and London Road. For example, the closest tall building to the south of the site (Radnor House) is seven storeys in height. Moreover, the height of the building should act as an appropriate back-drop to Norbury Hall Park and in any case, views of the seven storey building from the adjacent park would be partially obscured by the existing tree canopy. Views of the building from London Road should also largely remain obscured from view by existing built form. Therefore, the proposed massing and design would be acceptable in the context of the site and surroundings.
- 8.27 Whilst the proposal would have an overall contemporary appearance, the proposed elevations would reflect local character and create visual interest. The buildings would be formed principally of alternating red bricks and stock bricks, with projecting bays and recesses. Feature bond brick-work patterns would be used to good effect. The quality of the bricks can be secured by condition. The appearance and pattern of the street frontage would reference the residential houses on the opposite side of Craignish Avenue. Variety in the articulation of the elevations (facing away from Craignish Avenue) would be achieved through recessed walls and feature bonds. The mix of recessed balconies (mainly on the north elevation), cantilevered balconies (mainly on south, west, and east elevations) and the provision of terraces is also supported and would again add to the visual interest of the building. Other features include metal window frames, a zinc roof to the front block facing Craignish Avenue and wayfinding/artwork signage at the ground floor frontage.
- 8.28 A positive element of the scheme is that it would provide an improved public realm to Craignish Avenue and to the adjacent Norbury Hall Park. The proposed commercial uses and community uses facing onto Craignish Avenue would result in an active frontage to the street and the overall appearance of the ground floor frontage would align well with the upper floors of the front block. The frontages of the commercial units and community uses would be well proportioned and would provide room for appropriate signage. Details of the appearance of security shutters to these units can be secured by condition. It is also proposed to make improvements to the adjacent park, including provision of a new park entrance gate and other general park improvements. The public realm improvements to the park and its immediate environs (£100K) would be secured as part of a S.106 Agreement. This development would have a clear relationship to Norbury Hall Park and it is considered reasonable and proportionate that this development contributes towards enhancing park facilities and in particular, the areas of the park where there is the closest interplay between the development (especially bearing in mind that community

uses are proposed - alongside a secondary access into the park leading to and from the development).

- 8.29 The site would be laid out to reflect its mixed use function and a detailed landscape strategy has been submitted in support of the application. The route through the site would be from Craignish Avenue, taking pedestrians adjacent to and alongside the vehicle access. Provision is also made for a separate pedestrian access (albeit controlled) through the front block to the rear of the site. There would also be provision made for an access controlled gate to allow access to the adjacent park.
- 8.30 The main area of off-street parking would be sited towards the western end of the site along with a hardstanding yard for parking and deliveries situated towards the middle of the site. A ground level communal garden (508.5 square metres) would be laid out adjacent to Norbury Hall Park with intended provision made for native and wildlife friendly planting. The garden would also include child play space (93.4 square metres) and seating. The communal amenity areas would also be supplemented by 1st and 5th floor communal residential roof terraces.
- 8.31 Overall, officers feel that the scheme is well considered and has strong potential (subject to a robust process taking place at planning conditions discharge stage) to become a successful addition to the urban fabric of the district centre – with positive benefits for the setting and ultimate (more intensive) use of Norbury Hall Park.

Heritage Considerations

- 8.32 Whilst the existing site does not contain any heritage assets, a number of heritage assets are located in the vicinity, including a Grade II Listed building (Norbury Hall) which is set within soft landscaped grounds which are identified as a Locally Listed Historic Park, colloquially known as the Squirrel Park. Part of London Road is also within a Local Heritage Area and there are a number of locally listed buildings in the locality. Norbury Estate Conservation Area is situated further to the west of London Road.
- 8.33 Norbury Hall is a large detached villa of 1802. The architecture of the building and its sylvan setting contribute to its significance. The primary setting of Norbury Hall is the surrounding locally listed historic park and garden, from where a number of existing taller buildings can be glimpsed through dense vegetation cover. Officers are satisfied that the significance of the building's setting would be preserved. The significance of the locally listed historic park and garden and locally listed building it contains would also be preserved.
- 8.34 Norbury Estate Conservation Area is of historic significance as one of the earliest London County Council housing estates outside the County boundary, built in a distinctive Edwardian cottage style. The submitted CGIs indicate limited visibility of the development from London Road (Norbury) Local Heritage Area and the Norbury Estate Conservation Area beyond. The settings of these

assets and the locally listed buildings within the local heritage area would be preserved.

- 8.35 To summarise, having special regard to the desirability of preserving or enhancing the special interest of the listed building's setting, placing great weight on the conservation of the listed building and conservation area and having a balanced judgement toward locally-listed heritage assets, officers are satisfied that the proposed development would comply with the objectives of the above policies in relation to heritage.

Housing Quality for Future Occupiers

- 8.36 All of the proposed new units would comply with or exceed the internal dimensions required by the Nationally Described Space Standards (NDSS). All would have private external amenity spaces in the form of balconies that would also meet minimum standards. There would provision made for communal amenity spaces; provided at ground level adjacent to the park and in communal roof terraces at first and fifth floors. Child play space with play features would be provided within the ground floor communal amenity area. Provision would also be made for a controlled gate to provide direct access to the adjacent park.
- 8.37 The majority of the flats would be dual aspect and some triple aspect also provided. Only four of the proposed flats would be single aspect and these would be contained within the five storey rear block. None of these single aspect units would face north and officers are satisfied that they would all enjoy a reasonable outlook. Overall, the internal layout and arrangement of the proposed flats would make the best use of available floor space.
- 8.38 Conditions are recommended to protect future residents from undue noise and disturbance that could result from the proposed commercial and community uses. These would include:-
- Restrictions on the hours of operation of commercial uses.
 - Requirements for sound proofing between commercial /community units and first floor residences.
 - Requirements for noise limiters to be provided for the commercial and community use units.
- 8.39 A representation has also been received from the adjacent public house and nightclub ("The Norbury Centre") which has raised concern that noise from its premises may affect future occupiers and prejudice its continuing use. To prevent this it is recommended that a condition be added to any planning permission, requiring details of sound insulation/noise attenuation to be submitted for approval and installed in accordance with these details, to ensure that existing commercial uses can continue to operate without fear of future reasonable complaints.
- 8.40 The building blocks are proposed to be served by a number of separate stair cores, each of which would have step free pedestrian access. In terms of

accessibility, the London Plan sets requirements for 10% of homes to be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. 7 Units (10%) have been designed as wheelchair accessible flats. These are flats 05 (1B/2P), 17 (2B/3P), 25 (1B/2P), 37 (2B/3P), 52 (2B/3P), 63 (2B/3P), 67(2B/3P). Wheelchair accessible flats are located close to cores within two lifts to maximise the opportunity for independent use by disabled persons.

- 8.41 A daylight and sunlight analysis report was submitted with the application. It concludes the levels of daylight that would be achieved within the proposed habitable rooms in the new dwellings would satisfy the targets in the British Standard Code of Practice for Daylighting and Appendix C of the BRE Guidelines. It therefore demonstrates that the future occupants of those habitable rooms would have acceptable daylight amenity. Officers concur with the findings of the report.
- 8.42 Overall, the proposed development could provide an interesting and pleasant place to live for future occupiers. The proposed commercial and community uses would provide plenty of activity on the site and potential employment opportunities for some of the future occupiers. The proposed community uses could also provide places for residents to congregate and get to know one another and potential day-nursery and after-school clubs for children. The site is conveniently located in Norbury District Centre and as a consequence, has access to public transport and local shops and services and would have direct access to the adjacent park. Effectively, a community within a community could result from the proposed scheme and this type of mixed use arrangement would be fully sustainable and should help reduce the need for travel.

Residential Amenity for Neighbours

- 8.43 Policy DM10.6 states that the Council will not support development proposals which would have adverse effects on the amenities of adjoining or nearby properties or have an unacceptable impact on the surrounding area. This can include a loss of privacy, daylight, sunlight, outlook or an increased sense of enclosure. The primary properties that would be affected by the proposed development are the adjacent dwellings opposite the site (fronting onto Craignish Avenue) as well as Radnor House (to the rear – south - of the site) and the flats above shops on the east side of London Road.

Daylight and Sunlight Effects

- 8.44 The daylight and sunlight analysis report submitted with the application concludes that although there would be several technical transgressions of the BRE Guidelines, none of the shortfalls would be materially below the BRE recommendations. More importantly, the residual levels of daylight and sunlight that have been recorded on an absolute scale demonstrate that all of the existing neighbouring residential properties should continue to receive good levels of natural daylight and sunlight. Those numerical results therefore demonstrate that there would be no unreasonable impact on existing neighbouring amenity. Officers concur with the findings of the report.

Privacy Implications

- 8.45 London Road - The western-most flank of the 3 storey element of the front block would be sited 12.6 metres from the nearest building on London Road. No windows are proposed to the western flank of the proposed 3 storey element. The nearest rear window of the front block to the nearest building on London Road would be sited 17 metres away.
- 8.46 The western-most flank of the 5 storey rear block would be sited 17 to 23 metres away from the nearest buildings on London Road.
- 8.47 Radnor House - The southern rear elevations of the rear blocks would be sited 23 metres away from Radnor House.
- 8.48 Craignish Avenue - The front northern elevation of the front block would be sited 21 metres from the front elevation of houses.
- 8.49 Overall, there would be no adverse loss of privacy, outlook or daylight/sunlight as a consequence of this proposed development and the proposed distances between buildings would be suitably generous (for an urban setting).
- 8.50 With the recommended planning conditions, noise and disturbance associated with commercial and community uses (either taking place on or off site) should be suitably managed and should suitably protect future residents and existing residents living adjacent to the site. Whilst noise and general disturbance would result from demolition and construction works, a condition is recommended to ensure that a construction logistics plan is submitted for approval to manage and minimise disturbance.

Parking, Access and Highway Safety

- 8.51 The development will accommodate 28 car parking spaces and 4 van parking (loading/ unloading) spaces. 10 of the car parking spaces would be sited at the western end of the site and 18 would be provided within a car stacker adjacent to the western elevation of the 5 storey rear block. The stacker mechanism is such that only the top rack would ever be visible at surface level (when not being operated). The parking spaces would be accessed via a vehicle access point on Craignish Avenue (in a similar location as the existing access point). 10 of the car parking spaces would be for use by disabled persons and of those, 2 spaces would be set aside for the commercial users. All the disabled spaces would be located at surface level (not within the stacker). The amount of parking and disabled spaces proposed would comply with policy. A total of 6 car parking spaces (20%) would be for electric vehicles with an additional 6 (20%) having passive provision for electric vehicle as per guidance set out in the London Plan.
- 8.52 A car-club space would be provided on Craignish Avenue and a financial contribution of £5,050 towards its implementation/operation would be secured through the S.106 Agreement. It is also proposed to restrict access to any future

car parking permits – which would again be controlled through the S.106 Agreement.

- 8.53 A total of 154 cycle parking spaces would be provided, comprising 134 long stay cycle parking spaces and 2 short stay cycle parking spaces for residential use. For the other uses, 4 long stay and 1 short stay cycle parking spaces for the commercial uses and 12 long stay and 1 short stay cycle parking spaces for the community uses are proposed. Provision would also be made for charging for electric cycles and mobility scooters. The cycle storage provision would comply with the minimum standards set out in the London Plan.
- 8.54 A full transport assessment was submitted with the application. The number of trips expected to be generated by mode by the proposed scheme was calculated using the TRICS database and examining the National Traffic Survey. The trip generation analysis has indicated that the proposed development would generate an increase of 51 car movements in the morning peak hour; albeit with the majority of the movements associated with drop-off activities for a day nursery (should that comes forward as one of the D1 Uses). The transport assessment concluded that the small increase in vehicular traffic could be accommodated on the local road network, particularly as the majority of these movements would be parents who would continue their journey to or from work or home and would have been on the network in any event. Furthermore, the forecast traffic flows and profiles of arrival and departure, plus the availability of on-site parking and on-street parking, should ensure that there would be no adverse material impact on the parking provision on the local road network.
- 8.55 A draft construction logistics plan, a draft delivery and servicing plan and a draft travel plan were all submitted with the application. Full details can be secured by condition. In respect of the construction the proposal would also be subject to a financial contribution of £7,600 towards combating and monitoring air quality.
- 8.56 Transport for London were consulted on the application and had no objection to it subject the full constructions logistics plan and full delivery and servicing plan being secured by condition.
- 8.57 Residential refuse storage is proposed in four locations in the site; three are proposed within the envelope of the front block and one is proposed within the envelope of the seven storey rear block. Commercial refuse storage would be sited separately in an enclosure adjacent to the western boundary of the site. It is considered that refuse vehicles would be able to enter and exit the site in a forward gear and turn safely and officers are satisfied that these arrangements would operate effectively and in accordance with the Council's standard refuse collection and storage arrangements.

Flood Risk

- 8.58 The application was accompanied by a Flood Risk Assessment and whilst a number of issues were satisfactorily addressed and considered, the LLFA raised some concerns over the detailed evidence submitted to support surface

water flood mitigation and the wider sustainable drainage strategy envisaged. Further information has now been submitted to the LLFA (seeing to overcome their concerns) and officers are hopeful that this should lead the way to imposing planning conditions to ensure the delivery of an acceptable sustainable drainage strategy – which will need to be in place prior to first occupation of the development. Any amendments to conditions and/or LLFA commentary will be included in a subsequent addendum report.

Sustainability

- 8.59 Policy seeks high standards of design and construction in terms of sustainability and sets out Local and National CO₂ reduction targets. An Energy Assessment and Sustainability Assessment has been provided, showing that whilst the minimum 35% on-site CO₂ reductions beyond Part L of 2013 Building Regulations can be achieved (meeting local policy requirements through on-site energy efficiency measures and renewable technologies) zero carbon cannot be achieved on site. The remaining shortfall will therefore be offset through a cash-in-lieu contribution of £130,410, secured through the Section 106 Agreement.
- 8.60 Planning conditions are recommended to finalise the design as well as to demonstrate the CO₂ and water use targets have been met following construction.
- 8.61 The residential part of the development proposes a range of sustainable design and construction features including:
- High performance building fabric and energy efficient lighting, services and equipment.
 - Passive design measures to reduce energy demand for heating, cooling, ventilation and lighting.
 - Combined Heat and Power, Photovoltaics and Air Source Heat Pumps.
 - Water saving sanitary fittings and appliances to deliver a water efficient development.
 - The use of materials with a low lifecycle environmental impact and embodied energy;
 - Efficient construction and operational waste management.
- 8.62 The commercial and community uses will be expected to meet a BREEAM rating of “Excellent” – which will be secured through the use of a planning condition.

Trees, Landscaping and Biodiversity

- 8.63 Whilst there are no trees on the site itself, there is a row a street trees within the pavement of Craignish Avenue along with several trees in the park adjacent to western boundary of the site and one tree adjacent to the south of the site (to the rear of Norbury Public House). It is proposed to remove two trees in poor condition from the Craignish Avenue pavement area, remove three trees from

within the adjacent park which are in moderate condition and to remove two further trees and dead trees from the park. This will need to be agreed with those who manage the public highway and the park although officers see merit with these proposed works, subject to the planting of replacement specimens. Some tree planting is proposed as part of the indicative landscaping scheme and the officers would look to secure replacement tree planting in Craignish Avenue and the park, for those trees proposed to be felled. As raised above, there is a sum set aside for park enhancements and additional tree planting could well be an outcome of such investment (alongside other initiatives).

- 8.64 Some crown reduction and pruning back of the trees adjacent to the site would be required in order to facilitate the proposed development. These works would be minor and would not be detrimental to tree health or the character and appearance of the local area.
- 8.65 The arboriculture report recommends that tree protection measures are put into place while demolition/construction works are occurring. This matter can be secured by condition.
- 8.66 The indicative landscaping scheme shows amenity space at ground level, towards the west of the site (next to the park) and includes green space to upper levels. Full details of hard and soft landscaping would be required (as reserved matters) as well as measures to promote biodiversity therein.

Archaeology

- 8.67 An archaeological assessment was submitted with the application and concluded that in view of the study sites' generally low to moderate archaeological potential prior to later truncation (together with the impact of previous development) any redevelopment proposals are unlikely to have a significant or widespread archaeological impact. Therefore, it is considered that the proposal is unlikely to have a significant effect on heritage assets of archaeological interest. The site is not considered to have potential to contain significant undisturbed remains and therefore it is recommended that further archaeological work is not required. However, it would be prudent for a watching brief to be undertaken to further ensure the archaeological interest of the site.

Other Matters

CIL

- 8.68 The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

Employment and Training Strategy

- 8.69 An employment and training strategy and contribution would be secured through a legal agreement to ensure the employment of local residents during construction and potentially at the end user phase.

Conclusions

- 8.70 Given the Council promotes the provision of commercial and community uses in district centres and given the significant need for housing within the Borough, the principle of this mixed use development is considered acceptable within this area. The proposal provides affordable housing with both affordable rented and shared ownership tenures being delivered.
- 8.71 The proposed design would respect the character and appearance of the area and would represent a sensitive and sustainable intensification of the site. Whilst it is acknowledged that the mass of built form would be greater than the existing structures of site, the proposal would be in context with the surrounding environment. The proposal offers enhancements to the adjacent park. The proposal would have no significantly harmful impact on the amenities of the adjacent properties and the application demonstrates that the impact on the highway network would be acceptable. Officers are therefore satisfied that the scheme is worthy of a planning permission.
- 8.72 All other relevant policies and considerations, including equalities, have been taken into account.