

**PART 5: Developments Presentations**

**Item 5.1**

**1 APPLICATION DETAILS**

Ref: 18/05433/PRE  
 Location: Land Rear of 13 to 73 Stafford Road, Duppas Hill Road, Croydon  
 Ward: Waddon  
 Description: Erection of three buildings comprising 126 residential dwellings, ranging from two to five storeys together with associated access, car parking, cycle parking, landscaping and associated infrastructure works.  
 Drawing Nos: Pre-application pack  
 Applicant: London Strategic Land  
 Case Officer: Laura Field

1.1 This pre-application report aims to provide Members with sufficient information for effective engagement with the scheme and the report covers the following points:

- a. Executive summary
- b. Location details
- c. Proposal
- d. Place Review Panel feedback
- e. Material planning considerations
- f. Specific feedback requested
- g. Procedural matters

1.2 For clarity, London Strategic Land own the wider site; the area in red is the residential element and the area in blue is the land safeguarded as part of the school allocation.



Image 1: The site is outlined in red and the applicants' ownership is outlined in blue to include the wider site

## 2 EXECUTIVE SUMMARY

- 2.1 The development has been discussed at a series of pre-application meetings and several options have been reviewed by the Council's planning officers, with a scheme presented to the Place Review Panel (PRP) in August 2019.
- 2.2 Discussions have focused on the residential design and layout, flooding, transport matters and parking, affordable housing, landscaping and impact on amenities of adjoining occupiers.
- 2.3 Fundamental to this scheme and key to discussions to date is the site allocation and ensuring the land to the north is adequately safeguarded for the secondary school (see paragraphs 4.6 to 4.8 below).

16: Heath Clark, Stafford Road

Place	Postcode	Size of site	Site description	Suburban, Urban or Central location?	Public Transport Accessibility of area	Local character of area	
Waddon	CR0 4NG	3.24ha	Field	Urban	High	Compact houses on relatively small plots; Industrial Estates; Large buildings in an urban setting; Mixed type flats	
Description of option		Justification for option			Anticipated phasing of development	Evidence of deliverability	Number of homes
Secondary School and residential development subject to access from Stafford Road		The site is of a suitable size for a secondary school, is in an area that has a high demand for school places and can make a significant contribution to meeting this demand. The site is also large enough to accommodate new homes as well as a secondary school. Residential development will help to meet the need for new homes in the borough. Access to this site is currently an issue and development is dependent upon the reconfiguration of the Fiveways junction as currently it is not possible to provide access on to Stafford Road or Duppas Hill Road because of the volume of traffic on these roads. The Sustainability Appraisal recommends the loss of open space is mitigated by the development. School buildings and residential development should be located away from areas at risk from surface water ponding.			2021 - 2026	Site has no known developer interest and the Council will need to work with landowner to bring it forward	62 to 128

Table 1: Site allocation from CLP 2018

- 2.4 The views of members are sought on the proposals with particular regard to the following key issues:

### Design and Massing:

- 2.5 Having reviewed the applicant's latest plans and PRP comments, officers feel that the design of the buildings has merit in terms of their layout and detailing, but the design could be improved to create a better sense of entrance from Old School Place and embrace the neighbouring context of Duppas Hill park.
- 2.6 The density proposed is within the site allocation, but officers have suggested that the site could accommodate additional density through potential increase in height and footprint.
- 2.7 The Committee's views are sought on the design, overall height and mass of the proposals.

### Layout and Site Landscaping:

- 2.8 Officers support the principle of a development surrounding a central green space.
- 2.9 Officers and PRP have raised concerns about insufficient natural surveillance to the corners of the site as well as the entrance to it, it being overly car dominated, the quantum and location of the car parking and poor quality pedestrian access (in particular the lack of direct pedestrian access to Waddon Station), legibility, a lack of a sense arrival from Old School Place and integration with Duppas Hill Park..
- 2.10 Critical to officers is a pedestrian link from the residential site to Stafford Road so access to Waddon Station is provided; simply safeguarding land for it is not sufficient.
- 2.11 The Committee's views are sought on the layout of the proposal including landscaping and the need for a new pedestrian link. .

### **Affordable Housing:**

- 2.12 The applicant is seeking to maximise the amount of affordable housing on site and officers have made it clear during the pre-application process that 30% is the minimum that would be acceptable so the scheme has been designed accordingly. The applicant is offering 30% delivery and this is currently being independently tested. The table below outlines the tenure split. Officers consider the percentage of affordable housing to be positive.

Type	Affordable (Intermediate)	Affordable (Rent)
1 bedroom (2 person)	4	11
2 bedroom (4 person)	4	8
3 bedroom (5 person)	3	8
<b>Total</b>	<b>11 (29%)</b>	<b>27 (71%)</b>

Table 2: Affordable Housing Offer. To note the affordable rent is London Affordable Rent.

- 2.13 The Committee's views are sought on the tenure and housing mix of the affordable housing.

### **Safeguarding of the school**

- 2.14 Subject to details explained below, officers are satisfied the proposal would be in line with the site allocation and safeguards the secondary school.
- 2.15 The Committee's views are sought on the safeguarding of land for the school and whether the residential element can be taken forward.

## **3 LOCATION DETAILS**

### **Site and constraints**

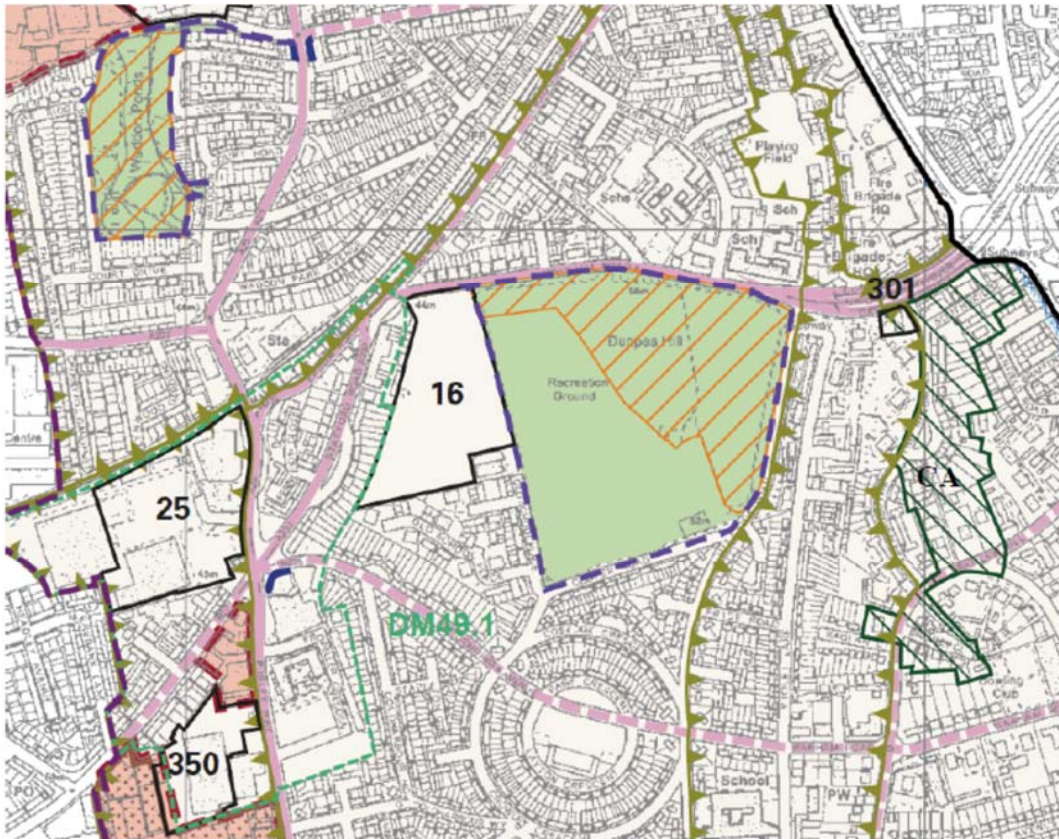


Image 2: Site constraints map

- 3.1 The application site has an area of 1.71 ha and is currently undeveloped greenfield land. The site is bound by existing residential dwellings off Old School Place to the south, existing residential dwellings off Stafford Road to the west, and Duppas Hill Park to the east (which is designated Metropolitan Open Land and a Locally Listed Historic Park and Garden). It is adjacent to 'Waddon', a defined Place in Local Plan (policy DM49.1).
- 3.2 Vehicular access is provided by Old School Place to the south, with the existing Busy Bees Nursery located immediately beyond the site's south-east boundary.
- 3.3 Just over the northern boundary of the residential scheme is further undeveloped greenfield land which also falls within the ownership of the applicant, but does not form a part of this application site. The application site and the parcel of land to the north of it are together allocated in the Croydon Local Plan for a secondary school and residential development (with a range of number of homes between 62 to 128) as seen in Table 1 above.
- 3.4 The site lies within an Archaeological Priority Area and parts of the site are prone to surface water flooding. The site has a Public Transport Accessibility Level (PTAL) rating of between 1a and 3.

### Planning history

- 3.5 The following application has been submitted for the site:

19/02049/FUL: Erection of three buildings comprising 126 residential dwellings (Use Class C3), ranging from two to five storeys together with associated access, car parking, cycle parking, landscaping and associated infrastructure works.

The applicant has submitted a planning application for the residential component of the site allocation. This is currently in abeyance and the applicant is undergoing discussions through this pre-application.

## 4 PROPOSAL

- 4.1 The proposed layout takes the form of three blocks; Blocks A, C and D. A central public garden between the three blocks at the centre of the site will be provided. The two flatted buildings (Blocks A and D) are located along the northern and southern site boundaries. These provide maisonette family homes at the ground and first floors, with front and rear gardens. These blocks range between two and five storeys in height.
- 4.2 Block C provides terraced dwellings which are located on the western boundary. These are three storeys in height.
- 4.3 The site is accessed from the existing road along Old School Place. Car parking provision is as follows:
  - 90 spaces for 126 residential units (0.7 spaces per unit), including 13 residential disabled bays and one visitor disabled bay.
  - 24 spaces for the nursery (as per the existing situation).
- 4.4 Cycle parking is as follows:
  - 230 long-stay, 8 short-stay
- 4.5 The 126 homes including a mix of flats, maisonettes and terraced houses. A total of 65% of the dwellings are family sized including 2 bedroom 4 person units.

Type	Number	Percentage
1 bedroom (2 person)	44	35%
2 bedroom (4 person)	53	42%
3 bedroom (5 person)	29	23%
<b>Total</b>	<b>126</b>	<b>100%</b>

Table 2: Proposed Housing Mix

### The secondary school allocation

- 4.6 To progress this pre-application, officers have required the applicant to demonstrate that the area of the site it proposes to remain undeveloped is an appropriate and feasible location for the future secondary school in line with the site allocation. Officers have been clear that the school part of the allocation takes priority and the residential scheme must not close off options for a school to come forward.
- 4.7 Officers have worked closely with our education colleagues to ensure sufficient space is safeguarded for the required size of secondary school. A key aspect of the school feasibility work has been showing that vehicular access to a future school would not be compromised by the fixing of a residential development, particularly bearing in mind the allocation specifically refers to access from Stafford Road. The current proposal does not reduce the potential access for a future school from Old School Place, Stafford Road or Duppas Hill. Traffic modelling is taking place with TfL to ascertain if it might be possible for access to the school to be created directly from Duppas Hill Road.

Officers have stated that matters must be tied into a legal agreement to ensure the school is adequately safeguarded.

- 4.8 The applicants have provided a Safeguarding the Future School Site Feasibility Study and officers are satisfied the proposal would be in line with the site allocation, subject to suitable conditions and planning obligations secured on any future planning application.



Image 3: Indicative layout for a school

## 5 PLACE REVIEW PANEL (PRP) RESPONSE

- 5.1 The scheme was presented to PRP on 15<sup>th</sup> August 2019. Generally, the Panel feel that the scheme should undergo further development to ensure that it connects suitably into the surrounding context, develops a stronger entrance to the site, and address their concerns raised on the landscape and public realm design. The key recommendations and observations were as follows:

- Excellent landscape design in the centre and the applicant should explore expanding the green space.
- A vital need for direct and safe pedestrian access to Waddon Station.
- Site is land-locked and car-parking pools, amenity spaces and access routes on the site boundaries are poorly overlooked and therefore risk attracting anti-social behaviour. The built form should be amended to address these issues.
- Car dominated and road-widths should be reduced as well as car parking if possible.
- Needs to be a sense of entrance to the scheme and overlooking of it from Old School Place which suffers from several existing dead frontages.
- Design needs to better integrate with the neighbouring Duppas Hill Park and provide more units with direct views of the park.
- Explore including a 5-10 storey development facing the entrance to the site and Duppas Hill Park.

- Generally support the internal layout of the blocks with flats above maisonettes at ground floor level, though some improvements are necessary.
- Recommend the inclusion of the Busy Bees nursery within the scheme and its redevelopment.
- If the nursery cannot be accommodated within the scheme there should be a footway around it to provide direct access to Blocks A and C.
- Need to ensure that the access to the rear of the flatted blocks is adequately secure and overlooked.
- Support the approach to architectural detailing
- Proposed location for the school in the north of the Heath Clarke site is supported.

5.2 The following amendments have been made since PRP:

- Fence added to the south west car park boundary
- Landscape feature added
- Increased central green space
- Added planted feature to end of car park court and play on way added through relocation of disabled car parking fronting Block D
- Parking spaces reduced in width
- Removal of turning head adjacent to nursery
- Enlarge access to Duppas Hill Park

## 6 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development including affordable housing and mix
2. Townscape and visual impact
3. Housing quality for future occupiers
4. Impact upon neighbours
5. Transport
6. Environmental impact, sustainability and flooding
7. S106 obligations

### Principle of development

6.2 There is no objection to the principle of redevelopment of site subject to the issues raised below and the safeguarding of future secondary school as discussed in paragraphs 4.6 to 4.8. This would see the provision of additional dwellings within the parameters of the site allocation.

#### Housing Mix

6.3 The proposals currently seek to provide 13.5% of units as 3 bedroom properties. Overall, 62.4% of units would be family sized units when including the 2 bedroom 4 person flats which would exceed the current minimum requirement of 60% in this area as set out in the Local Plan (Policy DM1). This is supported.

#### Affordable Housing

6.4 The applicant is in discussions with several Registered Providers of affordable housing and is seeking to maximise the number of affordable units brought forward. The

applicant is currently providing 30% of the units (across all three sites) with a split 29:71 favouring affordable rent. This equates to a total of 38 affordable units. See Table 2.

6.5 The Applicant has indicated that the family accommodation would be secured across all tenures and the layout has been proposed as set out below:

Ground Floor



Image 4 and 5: Affordable Housing Layouts- prior to general layout changes since PRP

## Townscape and visual impact

- 6.6 Design discussions have been on-going since the scheme was presented to PRP and is a work in progress. Officers have some concerns but are broadly supportive of the approach to architectural detailing.

### Design, height and massing

- 6.7 The townscape context of the site varies in terms of its urban grain. Stafford Road consists of mainly of 2 storey houses. Further to the south west are a mixture of houses and flatted blocks of between 2 and 5 storeys. In relation to the local context, officers are of the view the scheme presents a safe option in terms of the scale of the buildings. Whilst it is acknowledged the scheme would sit within the range set in the site allocation and the density range in the London Plan, officers have recommended increasing the height across the site, particularly where the design currently steps down and on the corners of the development. Officers have also encouraged the Applicant to maximise views of Duppas Hill Road and of the Old School Place entrance and concur with the PRPs recommendation that a taller block would be appropriate at the Old School Place entrance.



Image 6: Current site massing

- 6.8 The applicant has stated that the density is appropriate given the site allocation, the impact on parking and the layout of the scheme. Officers are of the view that the scheme could work harder in terms of residential delivery and that this should be explored further.
- 6.9 The architectural language chosen for the proposal seeks to integrate the buildings with its immediate context whilst developing its own identity, in terms of scale and materiality. The images below illustrate the architectural treatment envisaged. The

scheme employs a variety of materials, to create design interest which are applied in a contemporary fashion to create rhythm, design interest and break up the mass, which are supported.



Images 7 and 8: The scheme as presented at PRP

#### Site layout, amenity, landscaping and internal layout

- 6.10 Officers are supportive of locating the development around a central public space which would be well overlooked. The development takes the forms of three blocks; Blocks A, C and D.

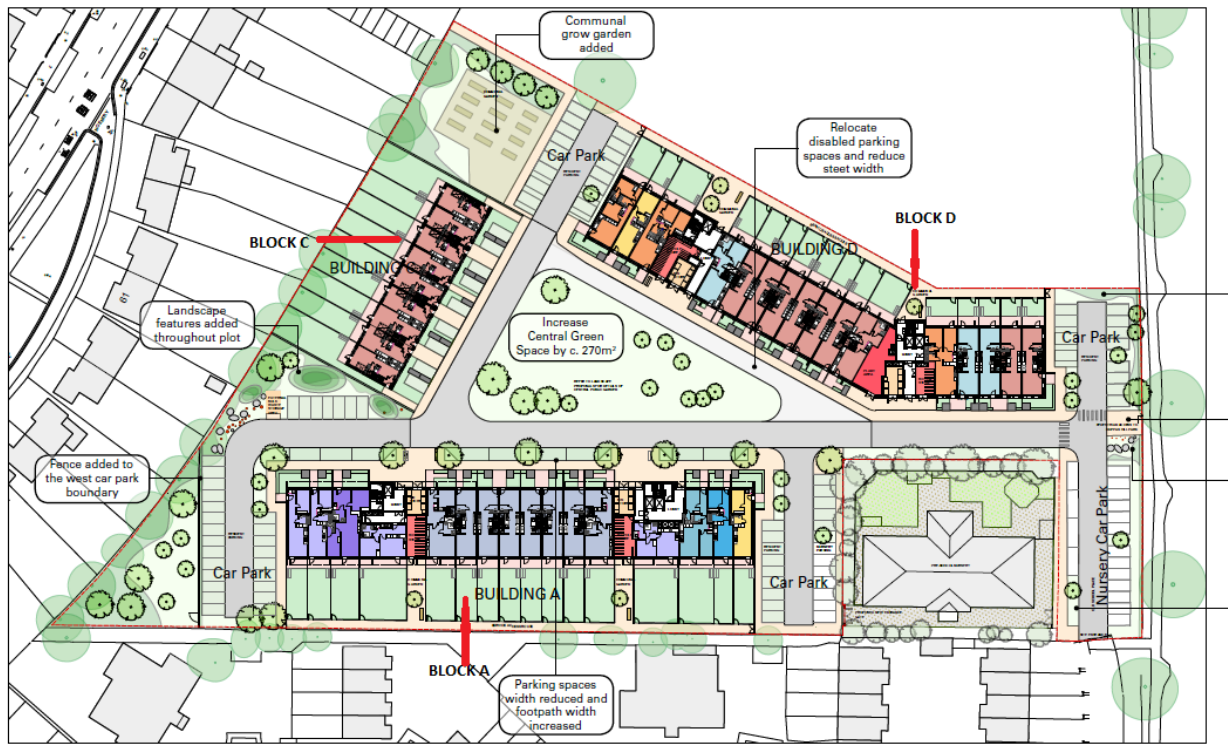


Image 9: Site layout including changes since PRP

- 6.11 The two apartment buildings (blocks A and D) are located along the north and south site boundaries. These provide maisonette family homes at the ground and first floors, with front and rear gardens. Apartments sit above accessed by communal entrances.
- 6.12 Block C provides terraced dwellings which are located on the western boundary and act as a buffer to the existing semi-detached properties on Stafford Road. The site arrangement seeks to take advantage of Duppas Hill Recreation Ground and some views towards the park are created through the positioning of habitable rooms on the eastern flank elevations of the two flatted blocks. The apartment layouts have been developed to omit single-aspect, north-facing units which is supported.
- 6.13 Officers have challenged the applicant regarding the pedestrian access routes to the rear of blocks A and D and whether this would be adequately secure and overlooked, especially if residents choose to erect tall boundary treatments to increase their privacy and security.
- 6.14 Officers have raised serious concerns about the pedestrian routes through the site and linking, in particular, to Waddon station. Officers' are of the view that a pedestrian link must be created from the north-western corner of the site to Stafford Road. This must either be through to Stafford Road directly (so requiring the applicant to secure appropriate additional land), or at the very least along the western boundary of the site. This is fundamental to make the scheme acceptable and allow access to Waddon Station; without it the walk would be approximately 15 minutes. Furthermore, residents of Old School Place already use the site as a cut through to the station, further justifying its need. Without commitment to the access as envisaged in the site allocation, officers do not support the scheme. Further work in terms of links is critical to the success of the proposal.

6.15 PRP and officers have also raised concerns about the layout currently being overly car dominated and the car parking area in south western corner. The applicant has sought to remove some parking bays and reduce the road width. Officers still consider that the widths of the other roads could be reduced and feel more could be done to the corners; specifically on the car parking area to the south-west, officers feel an additional residential unit could be located here to help provide surveillance.

#### Elevational treatment

6.16 Given the predominance of brick and masonry finished buildings in the immediate context of the site, a selection of clay bricks and masonry concrete blocks are proposed.

6.17 The façade treatment concept is to provide high-quality and long-lasting façades whilst also enabling a unique identity be created for each of the blocks. A different colour of brickwork is proposed for each of the apartment blocks and for the row of terrace homes. Ranging in shades of colour, the upper levels of each of these blocks will be distinctly coloured to provide a unique identity.

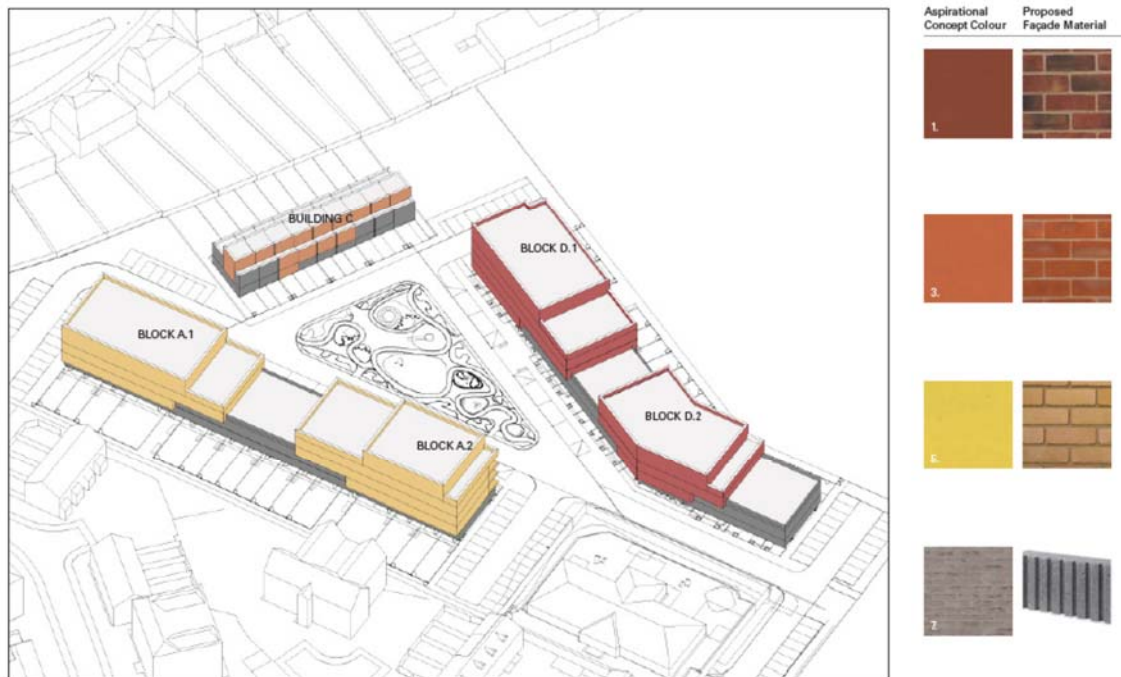


Image 10: Elevational materials presented PRP



EAST ELEVATION  
FACING THE CENTRAL GREEN SPACE




Aspirational Concept Colour	Proposed Façade Material	Illustrative Description
		OCHRE T01 Proposed t Manufactu Location:
		GREY PLIN Proposed t Manufactu Location:



Image 11: Changes to Block C since PRP: Elevational treatments

- 6.18 Within the flatted blocks, the ground floor and parts of the first floor are to be treated in a single unifying masonry blockwork treatment. It is intended that this ground and first floor condition will tie all of the buildings together, while an individual colour associated with each apartment block will establish a strong individual identity to each block and communal entrance. Overall, the material palette is supported by officers.

### Impact upon neighbours

- 6.19 The siting and massing of the scheme is designed to respect the adjoining occupiers and this is accepted at this stage. The proposals are well separated from the nearest neighbours particularly on Stafford Road and Old School Place. A daylight/sunlight report is required and the applicant has been advised a full assessment of the impact on adjoining occupiers must be submitted with the application.

### Housing quality for future occupiers

- 6.20 The unit are being designed to meet National Space Standards. All of the houses and flats should have good quality daylight, sunlight, outlook and privacy. The applicant is aware that a daylight/sunlight report will be required to demonstrate that all flats will have ample light. Generally Officers are supportive of the internal layouts, however, some flats require amending to avoid entrances into key living spaces.
- 6.21 All flats are being designed with private balconies in line with London Plan standards. The shared amenity space/child-play space has been designed into the proposal, with the central landscaping space as well as other green spaces around the development. This allows the scheme to provide quality shared space, but discussions are ongoing with regards to the layout and landscaping of the areas within the corner of the development. The quantum required is dependent upon tenure and mix, so will continue to evolve as the scheme does.

- 6.22 90% of dwellings are required to be Category 2 'accessible and adaptable' M4(2), with the remaining 10% of the dwellings designed to be Category 3 'wheelchair user dwellings' M4(3). The applicant has shown layout plans on how this can be achieved.

### **Transport**

- 6.23 The proposal is being developed around the landscaping central feature with car parking in the corners of the development. PRP and officers have raised concerns about the scheme being overly car dominated. Pedestrian legibility is a key component to the success of this scheme and PRP and officers have highlighted this throughout discussions with the applicant. The applicant is aware of these and have sought to resolve this in terms of reducing the width of some of the roads, reducing car parking numbers and added additional pedestrian routes within the development. Whilst this goes some way to address the points raised, officers concerns still remain, in particular with the pedestrian routes out of the development to wider area including Waddon station.
- 6.24 The number of car parking spaces has been accepted by TfL and Council transport officers. The applicant is also aware of the current need for a car club space. Parking permit restrictions would be secured by legal agreement. Cycle storage is in line with London Plan standards. Officers recommend that visitor cycle parking is also provided on the site. The applicant is aware of the requirements for a construction logistics plan and a service and delivery plan.

### **Environmental Impact, Sustainability & Flooding**

- 6.25 The applicant has been made aware of the requirements for passive design and zero carbon development. The applicants is aware of the requirements with regards to noise, air quality, archaeology and surface water drainage.
- 6.26 The site is within Flood Zone 1 (Low Risk) and partially within an area where there is potential for surface water flooding. The applicant has been advised that a flood risk assessment and drainage strategy would be required to support a planning application. The applicant is currently working with the Lead Local Flood Authority.

### **Mitigation**

- 6.27 At this stage it is envisaged that planning obligations will be required to mitigate the impacts. Discussions are forthcoming in relation to the heads of terms, but it is anticipated that these would include the following:
- Affordable housing (on site)
  - Employment and Training (construction)
  - Air Quality
  - Zero carbon off-set
  - Car club
  - Travel Plan
  - Car permit restrictions
  - Public Realm improvements
  - Provision of pedestrian links
  - Safeguarding route for future school

## **7 SPECIFIC FEEDBACK REQUESTED**

7.1 In view of the above, it is suggested that members focus on the following issues:

- i. The proposed quantum of residential development, together with the height and mass of the blocks, and specifically whether these should be pushed further to provide more homes despite the site allocation
- ii. The level of affordable housing
- iii. The design and layout, particularly the layout of roads, car parking and pedestrian links
- iv. The need for a pedestrian route to be provided from the site to Stafford Road and Waddon Station
- v. The emerging landscape design including the central green space
- vi. Whether members agree the school has been adequately safeguarded and therefore this scheme for residential can be taken forward

## **8 PROCEDURAL MATTERS**

8.1 The proposal is reported to Planning Committee to enable Members to view and comment on it prior to submission of a formal application. The proposal is not a planning application. Any comments are provisional and subject to full consideration, including public consultation and notification as part of any subsequent application.