

06/00411/P

01/02/2006

New Addington

Application for full planning permission

Agent:  
Capita Norman & Dawbarn  
1 Procter Street  
London  
WC1H 9LG

Applicant:  
UME Investment Co Ltd  
Tavistock House  
Tavistock Square  
London  
WC1H 9LG

Location: Addington Heights, 1 Milne Park West, Croydon, CR0 0DN

Description: Demolition of existing building; erection of three storey building to provide a 50 place residential unit for elderly physically frail people and a 36 place day centre for elderly people living at home; provision of associated parking

Drawing No(s): Amended Drawing AH/A/001 Rev A, AH/A/002, AH/A/003, AH/A/004, AH/A/005, AH/A/006, Amended Drawing AH/A/007 Rev A, Amended Drawing AH/A/008 Rev A.

**Recommendation: Grant Permission**

Subject to the following condition(s) and reason(s):-

1. The approval of the Local Planning Authority shall be obtained with respect to the following matters before the development is begun:-

## Section A

- (1) sight lines
- (2) refuse collection facilities
- (3) biomass delivery facilities
- (4) signage to ensure one-way movement of vehicles
- (5) security lighting to parking areas, accessways and pathways
- (6) full details of the windturbines in connection with condition 16
- (7) visibility splays

## Section B

- (8) roads, footpaths and access routes within the site including levels and gradients
- (9) any boundary walls and fences or other means of enclosing the site
- (10) finished floor levels of the building(s) in relation to existing and proposed site levels
- (11) details of site huts, wheel cleaning facilities and materials storage areas.

Reason: To ensure an acceptable standard of development having regard to the policies of the Unitary Development Plan and of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)

2. Unless otherwise previously agreed by the Local Planning Authority in writing the matters approved in compliance with Condition 1 shall be provided before any part of the development is occupied and those in Section A thereof shall also be retained for so long as the development remains in existence  
Reason: To ensure that an acceptable standard of development is provided and retained
3. Unless otherwise previously agreed by the Local Planning Authority in writing the following shall be provided as specified in the application before any part of the development is occupied and shall be retained for so long as the development remains in existence:-
  - (1) parking arrangements
  - (2) vehicular turning areaReason: To ensure an acceptable standard of development having regard to the Policies of the Unitary Development Plan and of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
4. No works on site shall commence until details of the external facing materials have been submitted to and approved by the Local Planning Authority in writing. The development shall only be implemented in accordance with such approved details.  
Reason: To ensure that the appearance of the development is satisfactory in accordance with Policies BE1 and BE13 of the Unitary Development Plan and Policy UD2 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
5. Prior to the commencement of the development details of a Green Travel Plan shall be submitted to and approved by the Local Planning Authority; the development shall operate only in accordance with the approved details  
Reason: To satisfy sustainable development objectives
6. A landscaping scheme to include existing and proposed planting shall be submitted to the Local Planning Authority for approval before the development is begun; when approved, the planting shall be provided before any part of the development is occupied or within such longer period or periods as the Local Planning Authority may previously agree in writing and shall be maintained for a period of five years from the date of planting; any planting which dies or is severely damaged or becomes seriously diseased or is removed within that period shall be replaced by planting of similar size and species to that originally provided  
Reason: To enhance the appearance of the development, protect the visual amenities of the locality, and to ensure that the new planting becomes established in accordance with Policy BE14 of the Unitary Development Plan and Policy UD13 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
7. The existing planting shall not be felled, lopped, topped or otherwise removed during the course of development or within five years after completion, without the prior written consent of the Local Planning Authority; any planting which is

removed without consent, or dies or is severely damaged or becomes seriously diseased before the end of that period shall be replaced with planting of such size and species as may be agreed with the Local Planning Authority; this condition shall not be construed as overriding the requirements to obtain consent under any Tree Preservation Order or the legislation concerning trees in Conservation Areas

Reason: To protect the visual amenities of the locality in accordance with Policy BE14 of the Unitary Development Plan and Policy UD13 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)

8. The measures proposed for the protection of those trees to be retained shall be provided prior to the commencement of any works including those of demolition, for drainage and foundations. The measures shall be agreed with the Council and shall be retained for the duration of the works.

Reason: To ensure the survival of the existing trees that contribute to the visual amenity of the area in accordance with Policy BE14 of the Unitary Development Plan and Policy UD13 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)

9. A scheme of protective fencing to be erected around each tree or group of trees referred to in the foregoing condition shall be submitted to and approved in writing by the Local Planning Authority and implemented prior to the commencement of any demolition, site clearance or development works. The fencing shall be erected around each tree or group of trees at a distance to be specified in the scheme and in accordance with British Standard 5837:2005. The fencing shall be not less than 2 metres in height and shall comprise a vertical and horizontal framework of scaffolding, well braced to resist impacts, supporting either 'Heras' panel fencing or 20 mm exterior grade ply or other robust man-made boards (in accordance with British Standard 5837:2005. The fencing shall be kept in position at all times unless otherwise agreed in writing with the Local Planning Authority until the completion of the development

Reason: To ensure that the trees to be retained are not damaged by the construction and associated works in accordance with Policy BE14 of the Unitary Development Plan and Policy UD13 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)

10. No structures, vehicles, plant, machinery, equipment, materials or spoil shall be positioned or stored within 5 metres of the trunk of any tree to be retained and no cement, oil or tar, bitumen or other similar material shall be stored within 10 metres thereof without the prior written approval of the Local Planning Authority

Reason: To ensure that the trees to be retained are not damaged by the construction and associated works in accordance with Policy BE14 of the Unitary Development Plan and Policy UD13 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)

11. No service trench or pipeline shall be located within 5 metres of the trunk of any tree to be retained without the prior written approval of the Local Planning Authority

Reason: To ensure that the trees to be retained are not damaged by the

construction and associated works in accordance with Policy BE14 of the Unitary Development Plan and Policy UD13 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)

12. No window shall be provided in the north-western elevation other than as specified in the application.  
Reason: To protect the privacy of adjoining occupiers in accordance with Policy BE17 of the Unitary Development Plan and the Supplementary Planning Guidance Note No.2 on Residential Extensions and Policy UD6 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
13. The windows in the north-western elevation shall be retained in the form specified in the application for so long as the development remains in existence  
Reason: To protect the privacy of adjoining occupiers in accordance with Policy BE17 of the Unitary Development Plan and Policy UD6 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
14. A site investigation and assessment into the possibility of soil contamination shall be carried out to the approval of the Local Planning Authority before the development is begun and except with the prior written agreement of the Local Planning Authority, any remedial measures identified in the assessment shall be carried out to the approval of the Local Planning Authority before the development is begun  
Reason: To ensure the safe development of potentially contaminated land in accordance with Policy EP8 of the Unitary Development Plan and Policy EP9 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
15. No development shall take place until the applicant has provided to the Local Planning Authority for approval an independently verified EcoHomes report that achieves 'Excellent' rating with certification. The approved scheme shall then be provided in accordance with these details. A certificated EcoHomes Post Construction Review shall be provided, verifying that the agreed standards have been met, prior to the first occupation of the development.  
Reason: To accord with Policies UD1 and UD18 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
16. No development shall take place until the applicant has provided to the Local Planning Authority a sustainable energy report for approval identifying the sustainable energy solution which will be adopted to ensure that sustainable energy requirements are satisfied, and in particular that a minimum of 10% of carbon emissions from the development will be displaced by on-site renewable energy production methods. The carbon savings which result from this will be above and beyond what is required to comply with Part L Building Regulations. This report needs to give details on how the development is being made as energy efficient as possible, show rigorously the predicted energy consumption and carbon emissions from the development, and the expected output of the sustainable energy technologies. The approved scheme shall then be provided in accordance with these details prior to the first occupation of the development

and thereafter retained for so long as the development remains in existence.  
Reason: To comply with Policy EP16 of the Unitary Development Plan and Policies EP22 and EP23 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)

17. The development shall be begun within three years of the date of the permission.

Reason: To comply with the provisions of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004

In granting permission the local planning authority had regard to the following policies:-

1. The relevant policies of the Unitary Development Plan are SP1, SP2, BE1, BE3, BE6, BE7, BE8, BE10, BE11, BE12, BE13, BE14, BE16, BE17, BE18, BE26, SP8, RO11, SP10, SP11, NC2, NC4, SP12, SP13, SP14, EP8, EP10, SP18, SP23, SP25, T6, T23, T30, T37, T46, SP31, SP32, h17 IMP1, SP40 and CS4.
2. The relevant policies of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan) are SP1-3, UD1, UD2, UD4, UD5, UD6, UD10, UD11, UD13, SP7, RO11, RO15, SP9, NC2, NC4, SP11, SP12, SP15, EP1, EP4, EP5, EP8, EP9, EP22, EP23, SP16, T7, T11, T14, T30, T42, SP20, H12, SP21, IMP1, SP30 and CS1. These policies are further amended by proposed modifications dated February 2006.

The development is considered to be satisfactory in relation to the following:-

- (a) the appearance of the development in the street scene
- (b) the relationship of the development to adjacent property
- (c) the character of the development in the surrounding area
- (d) the impact on the amenities of the occupiers of adjacent and nearby properties
- (e) the light and outlook of occupiers of adjacent and nearby properties
- (f) the privacy of occupiers of adjacent and nearby properties
- (g) the relationship of the development to trees to be retained
- (h) the safety of pedestrians and motorists on the adjacent highway
- (i) the safety and security of buildings and the spaces around them
- (j) accessibility to buildings
- (k) the housing policies of the development plan
- (l) sustainability issues
- (m) the open land and outdoor recreation policies of the development plan
- (n) the urban design policies of the development plan
- (o) the nature conservation policies of the development plan
- (p) the environmental protection policies of the development plan
- (q) the transport policies of the development plan
- (r) the community services policies of the development plan

and having regard to all other matters raised.

Informative(s) :-

- 1 The applicant is advised to consult the Council's "Code of Practice on the Control of Noise and Pollution from Construction Sites" before commencing work

on the site. The Code gives advice on how to undertake work on site in a considerate manner. A copy can be obtained by calling 020 8760 5483.

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**Ward: SELSDON AND BALLARDS DEVELOPMENT CONTROL COMMITTEE**  
**Lead Officer: Head of Planning Control** **13<sup>th</sup> April 2006**

**APPLICATION NO. 06/0411/P – ADDINGTON HEIGHTS 1 MILNE PARK WEST,  
CROYDON, CRO 0DN**

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**1. SUMMARY**

- 1.1 This report concerns an application for full planning permission for the demolition of the existing building and the erection of a three storey building to provide a 50 place residential unit for elderly physically frail people and a 36 place day centre for elderly people living at home and provision of associated parking.
- 1.2 This planning application forms part of the 'new for old' programme of redevelopment and improvements to the provision of facilities for elderly people in the Borough. New4Old is the Council's modernisation programme for residential and day care services for older people. This planning application is one of four submitted by Caring4Croydon as part of their role as Croydon Council's PFI Preferred Bidder. New4Old has the backing of Central Government and Private Finance Initiative (PFI) Funding and credit approval has been secured for £38m towards the project.
- 1.3 The proposed development is required to update and create a more efficient and focused facility for the growing elderly population in the borough.

**2. RECOMMENDATION**

- 2.1 That full planning permission be granted subject to the conditions and reasons set out in the agenda.
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**3. BACKGROUND**

(a) Site Description

- 3.1 The site is situated to the north side of Milne Park West. The site is currently occupied by a large-flat roofed rectangular three/four storey brick built building. The whole site is located to the south east of New Addington District Centre. The surrounding area is predominantly residential in character with Milne Park situated to the north-east and south-east of the site. Milne Park Recreation Ground is designated as Local Open Land.

- 3.2 The premises immediately adjoining the site are mainly two and three storey dwellings with two-storey terraced and semi-detached housing opposite the site and set around grassed frontages facing Cleves Crescent and Milne Park West. The properties to the north-west in St Edward's Close are two and three storey terraced properties and detached buildings containing flats. Some of the properties have a single storey car port attached to the front wall of the houses. There is a local bowls club to the south-east of the site.
- 3.3 The site has a frontage of some 45m and a depth of some 86m measured from the centre of the site. The site area is approximately 0.36 hectare (0.95 acre).
- 3.4 The site presently consists of a 38 place residential care home and a 30 person day care centre.
- 3.5 The site is shown to be in an area with a Public Transport Accessibility Level (PTAL) accessibility rating of 1b, as indicated on maps produced by Transport for London (TfL)

(b) Planning History

- 3.6 87/3622/P – Planning permission for the use of part of the ground floor as a day care centre was approved on 10/2/1988. A number of associated planning applications have also been submitted and approved for extensions none of which are of direct relevance to the current proposal.
- 3.7 04/3559/PR - Outline planning permission was granted on 22<sup>nd</sup> October 2004 for the demolition of existing building; erection of a new building to provide a 50 place residential unit for elderly physically frail people and a 36 place day centre for elderly people living at home. The indicative drawings showed that the building would be 2 and three stories in height. The principle of the erection of the building was approved with a gross floor area of 3000 sq m.

(c) Proposal

- 3.8 This is a full planning application for the demolition of the existing four storey building and the erection of a three storey building with a gross floor area of 3652 sq. m.
- 3.9 The proposed development would provide residential space for 50 Elderly Mentally Frail people along with a 36 place day centre for elderly people. Current staff levels of 38 are expected to remain the same.
- 3.10 The proposed building would be three stories in height. The building would have overall maximum dimensions of 63m in width and 26m in depth with a maximum ridge height of some 12.6m. Four wind turbines are proposed on the north-eastern and south-western wings of the building.

- 3.11 Seventeen parking spaces would be proposed of which one would be capable of accommodating a minibus. The existing crossovers would be utilised to serve as entry and exit points for the proposed building. Covered, secure cycle parking for seven cycles are proposed.
- 3.12 The application has been amended during its consideration. The amendments include an indication on the plans that the refuse and biomass boiler would be accessed from within the site and an increase in the size of the external bin store of 2m<sup>2</sup>.

#### **4. POLICIES**

- 4.1 The relevant policies of the Unitary Development Plan are SP1, SP2, BE1, BE3, BE6, BE7, BE8, BE10, BE11, BE12, BE13, BE14, BE16, BE17, BE18, BE26, SP8, RO11, SP10, SP11, NC2, NC4, SP12, SP13, SP14, EP8, EP10, SP18, SP23, SP25, T6, T23, T30, T37, T46, SP31, SP32, h17 IMP1, SP40 and CS4.
- 4.2 The relevant policies of the Second Deposit Draft Replacement Unitary Development Plan (referred to as the Croydon Plan) are SP1-3, UD1, UD2, UD4, UD5, UD6, UD10, UD11, UD13, SP7, RO11, RO15, SP9, NC2, NC4, SP11, SP12, SP15, EP1, EP4, EP5, EP8, EP9, EP22, EP23, SP16, T7, T11, T14, T30, T42, SP20, H12, SP21, IMP1, SP30 and CS1. These policies are further amended by proposed modifications dated February 2006.

#### **5. REPRESENTATIONS**

- 5.1 The application has been advertised in the local press and on site as a "major application" under Article 8 of the Town and Country Planning (General Development Procedures) Order 1995.
- 5.2 The Metropolitan Police Crime Prevention Office have been consulted. They had the following comments to make:
- (a) streets, paths and car-parking areas need to be well lit;
  - (b) queries what height brick wall would be, walls and bin stores should be designed to prevent climbing,
  - (c) A clear definition of defensible space should be provided whilst maintaining good natural surveillance;
  - (d) Site will require access control;
  - (e) Access points should be restricted for specific users,
  - (f) Landscaping should not prevent natural surveillance;
  - (g) It is preferable that footpaths are not placed to the back of properties, the access to St Edwards Close should be removed;
  - (h) All door and window locks should be designed with the occupants in mind.
- 5.3 49 adjoining and neighbouring occupiers have been consulted on the application. One letter of representation has been received raising the following concerns:-

- (a) Existing building is an eyesore and existing glare into bedroom windows all night;
- (b) Existing deliveries are very early and noisy;
- (c) New building would make the situation worse;
- (d) Queries why the building is not two stories in height with deliveries accessed on the south-eastern side of the site.

## **6. CONSIDERATIONS**

6.1 The issues to be considered are: -

- (a) the principle of enlarged care facilities at the site;
- (b) the need for planning obligations;
- (c) the effect of the development on:-
  - (i) the character of the area and the visual amenities of the street scene and Local Open Land;
  - (ii) the amenities of surrounding occupiers;
  - (iii) access, parking and turning arrangements;
  - (iv) Impact on trees.

### Principal of the development

6.2 The principle of elderly care facilities at the site has been long established since the 1960's. The current proposal to enlarge and improve facilities at the site arises out of the identified need for improved and targeted care facilities in order to meet the needs of the growing population of elderly people in the Borough. The principle of development is therefore considered acceptable, consistent with the grant of outline planning permission issued in 2004. Policy CS1 of the Croydon Plan seeks to ensure that the distribution of community facilities meets local needs and that new facilities are designed and sited so as to encourage wider use by the community, including people with disabilities. It is considered that the proposals comply with the principles of this policy.

### Planning Obligations

6.3 Having regard Policy IMP1 of the Croydon Plan and Planning Guidance Note (PGN) 1 on Planning Obligations it is considered that given the community benefit that would arise from the proposed development it would be unreasonable of the Council to request Obligations. It is considered that there would be no obligation required in order to make the proposed development acceptable in planning terms.

Impact of the proposal on the character and appearance of the area, visual amenities of Local Open Land and of the streetscene.

6.4 Policy BE1 of the UDP states that “The Council will seek a high standard of design and layout in all development, which should respect the visual character of the area in which it is located in terms of elements such as scale, proportions, materials, detailing and roof form” and Policy BE3 states that “the siting and massing of development should respect or improve the existing pattern of buildings and the spaces between them and maximise opportunities for creating an attractive and interesting environment”. Policy UD2 of the draft Croydon Plan similarly identifies the need for “a high standard of design in all new proposals for new development” and sets out the “layout and siting”, the “scale, massing and height” and the “detailed design” criteria for new development proposals.

6.5 Given that the building would be three stories in height in contrast to the existing 4 storey building and that the proposed ridge height would not project above the existing building height it is considered that the scale, massing and height of the proposed development is acceptable and would not appear unduly prominent or detract from the character or appearance of the area. However, the development misses the opportunity to create a building of exceptional architectural quality.

The applicants have stated in relation to the existing building:

*“The monolithic nature of the existing building undoubtedly provides a distinct contrast to the expanse of lawn. It is an abrupt vertical element which marks the end of the open space and is seen from some considerable distance”*

And in relation to the proposed building:

*“Our building form is more fragmented.....the articulation and depth which addresses the south-west parkland allows for a more structured relationship with the existing features”*

The applicant was requested to provide a ‘visual assessment’ to review the effect of the development on the adjoining Local Open Land and on other long range views. The visual assessment has not been provided. However, given the distances to the south-eastern boundary and having regard to the abundant use of glass on the south-eastern elevation of the building and given that the bulk, height and scale of the building is acceptable, it is not considered that the proposal would harm the visual amenities of the Local Open Land at Milne Park. It is considered necessary to apply a condition to any grant of planning permission to ensure that careful consideration is given to the use of materials on the elevations to ensure that they do not adversely affect visual amenities especially when the building is viewed from the Local Open Land.

6.6 The existing building lies on a substantial plot of land and the proposed development is shown to be set back by 10m from the Milne Park West street frontage. Moreover the proposed building would not be higher than the existing building on the site. It is considered therefore that the appearance of the

development in the street scene would be satisfactory. Further safeguards to visual amenity and the street scene would be in the form of additional landscaping to both the south-western and north-western boundaries of the site. Such landscaping could where appropriate help to screen the development from the neighbouring premises and ensure a satisfactory appearance in the street scene.

#### Impact of the proposal on the amenities of adjoining and neighbouring occupiers

- 6.7 With regard to the amenities of surrounding occupiers the proposed building would be some 12m from the north-western boundary with St Edwards Close. It would be approximately 2m closer to the boundary across most of its width than the existing building. The proposed building would be in excess of 30m from the nearest properties in Milne Park West. The separation distances are considered an acceptable relationship between the two storey houses at St. Edwards Close and the three storey building. The width of the building has increased by 5m towards the north-eastern boundary beyond that approved in the outline planning permission; however it is not considered that the proposal would result in loss of light, privacy, or visual intrusion that would warrant a refusal of planning permission.

#### Access, parking and turning arrangements

- 6.8 Overall it is considered that the amount of traffic generated for the site would be similar to that at present and therefore the proposal would not warrant a refusal of planning permission on grounds of traffic generation. It is considered that the level of parking provision proposed is appropriate when considered in conjunction with the proposed cycle storage facilities and subject to the implementation of a Travel Plan. There is sufficient manoeuvring space for cars and a refuse lorry to enter and exit the site in forward gear.

#### Impact on trees

- 6.9 There are no protected trees at this site and whilst it is regrettable that trees would be removed as a result of the development, they do not have public amenity value sufficient to merit formal protection. Overall, it is considered that new planting could be secured as part of a landscaping scheme to compensate for the loss of the existing trees in the event that planning permission were to be granted. The trees which are shown to be retained would not be adversely affected by the development.

## **7. ENVIRONMENTAL CONSIDERATIONS**

- 7.1 It is proposed that there would be four roof top wind turbines and a biomass boiler at this site.

- 7.2 It is anticipated that the applicants would achieve 10% of energy production from a renewable resource. It is considered that details of this should be conditioned to be submitted to the Council for approval and retained in perpetuity.
- 7.3 It is anticipated that the proposals will achieve an ecohomes rating of 'Excellent'. The proposals will be assessed by an Independent Assessor and formal certification sought confirming the "Excellent" Rating. The applicants propose a Bespoke BREEAM approach which would cover both the residential care elements of the schemes and the day care areas which is considered to be acceptable.
- 7.4 Redevelopment of this brownfield site is acceptable in principle and would represent efficient use of land.

## **8. EQUALITIES CONSIDERATIONS**

- 8.1 The development would provide enhanced facilities for frail elderly people and those with mental health disabilities. The New4Old Project will bring a range of benefits for older people and their carers and staff who work on the sites.
- 8.2 The access statements submitted with the applications for each of the New4Old sites, place access for people with disabilities at the heart of the design. The needs of people with sensory, cognitive and mobility impairments have been addressed in accordance with current best practice.

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Case Officer: Emma Doyle

Background Documents: 1 Letter of representation from occupier of nearby property;  
One letter from The Metropolitan Police Crime Prevention Office.

Contact Officer: Philip Mills Tel. 0208 760 5419