

**Agenda Item: 6.8**

05/04772/P

21/07/2006

New Addington

Application for full planning permission

**Agent:**

Kuma Environmental  
Design Ltd  
76 Beulah Road  
Thornton Heath Surrey  
CR7 8JF

**Applicant:**

Christ Day Evangelical Ministry  
(CDEM)  
415 King Henry's Drive  
Croydon  
Surrey  
CRO OAG

Location: Butcher Brothers, King Henry's Drive, Croydon, CR0

Description: Alterations; use as christian resource centre, to include place of worship and day nursery; erection of roof extensions to include tower and provision of associated parking

Drawing No(s): 01 - 09 inclusive dated October 2006 and received by Council on 3 November 2005, 06 - 09 inclusive dated October 2005 and received by Council on 21 September 2006 and photomontages received by Council on 21 September 2006

**Recommendation: Refuse Permission****Reason(s) for refusal :-**

1. The development would result in the loss of employment generating land within a designated Employment Area and would thereby conflict with Policy EM2 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
2. The proposed external alterations of the building and refuse storage facilities would not improve the appearance of the street scene and would thereby conflict with Policies UD1, UD2, UD3 and UD15 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
3. The design and layout of the parking and service areas would not be safe, secure, efficient and well designed and would thereby conflict with Policies UD13 and T11 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
4. The applicant has not demonstrated via an Access Statement that the proposal would incorporate satisfactory measures to ensure that the development would be accessible to or usable by all users and would thereby conflict with Policy UD7 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
5. The development would not incorporate adequate landscape proposals in respect of the King Henry's Drive and Vulcan Way frontages, detrimental to the character of the area and would thereby conflict with Policy UD14 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

6. The application does not demonstrate that the proposal will incorporate renewable energy production equipment to provide at least 10% of the predicted energy requirements of the proposal and would thereby be contrary to Policies SP1, UD1, UD8, and EP16 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) and Supplementary Planning Guidance Note No.15 on Renewable Energy.

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**Ward: New Addington**  
**Lead Officer: Head of Planning Control**

**PLANNING COMMITTEE**  
**12 October 2006**

**05/04772/P – Butcher Brothers, King Henry's Drive, New Addington**

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## **1. SUMMARY**

- 1.1 This planning application is for the change of use of the existing factory building to a Community Facility/Christian resource centre, which is to include a place of worship, day nursery, internet café, counselling services, self contained 3 bedroom flat, new roof to include tower and associated parking for 21 vehicles and 24 bicycles.

## **2. RECOMMENDATION**

- 2.1 Refuse planning permission subject to the reasons set out in the Agenda.
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## **3. BACKGROUND**

### **a) Site Description**

- 3.1 The application site is known as the former Butcher Brothers building and is located on the eastern side of King Henry's Drive on the north eastern corner with Vulcan Way, a designated Local Distributor Road, and comprises an existing factory building on a relatively flat plot of land. The site area is approximately 0.17 ha.
- 3.2 The site lies within a designated Employment Area as indicated on the planning constraints map.
- 3.3 The surrounding area comprises light industrial to the south and east of the site, Reddown Road Primary School to the south west, a parade of shops to the west along Calley Down Crescent, and residential to the west and north.

### **b) Planning History**

- 3.4 There is no planning history relevant to this site, however Butcher Brothers, a company manufacturing welding, cutting and heating equipment occupied this site for a number of years until approximately 2 years ago.

**c) Proposal**

- 3.5 Full planning permission is sought for the change of use of the existing factory building to a Community Facility/Christian resource centre which is to include a place of worship, a day nursery, Saturday school, internet café, counselling services, self contained 3 bedroom flat, meeting rooms, multi-purpose rooms, kitchen facilities, new roof to include tower and associated parking for 21 vehicles and 24 bicycles. It is envisaged that a total of 40 staff will be employed by the centre.
- 3.6 The proposed new Christian resource centre would primarily serve the local community, but due to other activities which may be carried out, may attract people from other areas. The proposed counselling services would aspire to offer services similar to that of the Citizens Advice Bureau in New Addington, which the applicant claims is currently oversubscribed, with lengthy waits for appointments. The multipurpose hall would be used for social functions, weddings, youth activities etc.
- 3.7 External alterations include a new roof incorporating a church tower, new windows serving the proposed self contained flat, first floor addition for conference hall and meeting room (southern elevation fronting Vulcan Way) adjoining the self contained flat, first floor balcony fronting King Henry's Drive, new waste store and bicycle storage facilities.
- 3.8 Breakdown of Services/facilities, hours of operation and staff numbers;

<b>Service/Function</b>	<b>Hours of Operation</b>	<b>Staff</b>	<b>Attendees</b>
Main auditorium	Sundays 9am–12:30pm*	NA see church office	250 people/week (max)
Bible Studies	Fridays 6pm – 9pm	NA see church office	100 people/week
Day Nursery	9am–12pm & 12pm–3pm Mon-Fri	10	40 (20 per session)
Saturday School	2 sessions; AM & PM	6	40 (20 per session)
Internet Café	9am–6pm Mon-Sat	4	200 people/week
Counselling Services	10am-12pm & 2pm–4pm three times/week	4	200 people/week
Drop In Counselling	10am-12pm & 2pm–4pm three times/week	4 (see counselling)	50 people/week
Multipurpose Hall;	Saturdays 1:30-	5	100 people/week

youth centre, socials etc	10pm (socials)		
Church Office	As required	5	NA
Administration	As required	6	NA

*\*Occasionally services will conclude at 6pm*

### 3.9 Breakdown of staff functions

<b>Service/Facility</b>	<b>Breakdown of Staff</b>
Day Nursery	4 Nursery nurses 2 Nursery teachers 1 Secretary 2 Cooks 1 Domestic officer
Saturday School	5 Teachers 1 Receptionist
Internet Cafe	4 Staff
Counselling Services	4 Staff although may use qualified lawyers already in church (includes spiritual counselling)
Multipurpose Hall / Youth Centre	1 Youth development office 1 Caretaker/booking officer 1 Multimedia personnel 1 Caterer 1 Cleaner
Church Office	1 Pastor 1 Assistant pastor 1 Personal assistant secretary 2 Bible teachers
Administration	1 Manager 1 Administrative officer 1 Assistant administrative officer 2 Payroll officers 1 Secretary

3.10 The Ministry currently occupies a property at 415 King Henry's Drive, which comprises a small hall with amenities. The current operation encompasses most of the activities proposed in this application although at a much smaller scale, with a maximum number of people not exceeding 100 at any one time.

## 4. PLANNING POLICIES

4.1 The relevant policies of the Croydon Replacement Unitary Development Plan adopted on 13 July 2006 which impact upon the proposal are SP1, SP2, SP3, SP10, SP14, SP15, SP27, UD1, UD2, UD3, UD6, UD7, UD8, UD13, UD15, EP1, T8, T11, EM2 and CS1.

4.2 Supplementary Guidance No. 9 (Places of Worship) is also of relevance.

## 5. CONSULTATIONS

5.1 Eight adjoining and nearby owners/occupiers have been notified in writing of the application and a site notice has been displayed advertising this as a major application; two letters of representation have been received raising the following points:

- If church is approved, owner of neighbouring property would seek permission to change the use of his empty offices into flats
- If church is approved, hours of use would be greater than allowed for neighbours light industrial use
- Lack of on-site parking
- Questions the compatibility between surrounding and proposed uses
- Extensions and tower will cause loss of light to rear garden(s)
- Approval would subject this area to noise 7 days per week
- Commercial outlet lost in an area of high unemployment

5.2 ***Environmental Health & Trading Standards***

Comments received state that full details of sound insulation measures should be provided, and a condition imposed requiring all doors and windows be shut whilst music is played. A noise delimiter should be fitted and volume set to within guidance specified by EH.

Hours of operation should be conditioned.

The number of children permitted in the garden and any other outside areas should be limited to a maximum of ten at any one time.

**6. CONSIDERATIONS**

6.1 The principal planning considerations are:

- (a) Whether the proposal is in accordance with land use policies EM2 (Employment Areas) and CS1 (Community Facilities) of the Development Plan
- (b) Whether the proposal would have any impacts on surrounding occupiers/residents
- (c) Whether the proposal would be in keeping with the character of the surrounding area
- (d) Highway issues

***Land Use Policies of the Development Plan***

***Policy EM2 (Employment Areas)***

6.2 Policy EM2 refers to industry and warehousing in employment areas. Changes of use within designated employment areas will only be permitted if they fall within B1b, B1c, B2, B8 or *sui-generis* uses. The designated employment areas within the borough are important for maintaining a diverse and strong economy within Croydon and should be "rigorously retained". The Council permits the release of redundant industrial and warehousing premises, outside employment areas however sites within designated Employment Areas such as this application site are not considered redundant.

6.3 The applicant has provided an assessment of the proposal against Policy EM2 by providing evidence that the property has been vacant for 2 years and has been marketed for 1 year and 9 months by Stuart Edwards Fullmoon furthermore, the previous use (Butcher Brothers) employed approximately 20

staff whereas the proposed use intends on employing approximately 40 staff, and the search for a suitable property has been going on for some years but to no avail.

- 6.4 It should be noted that the predominant use of the proposed Christian resource centre would fall under class D1 (Non-residential institutions) with ancillary uses being A1 (Shops – internet café), A2 (Professional Services – legal services), B1(a) (Office) and C3 (Dwellinghouse). Notwithstanding the applicant's arguments above, the proposed change of use, neither the predominant use or ancillary uses of the premises would fall within one of the required use classes (B1b, B1c, B2, B8), nor is it considered to fall into the *sui-generis* use. The proposal would therefore be contrary to Policy EM2.

*Policy CS1 (Community Facilities)*

- 6.5 Policy CS1 of the Croydon Replacement Unitary Development Plan (the Croydon Plan) states that the development of community facilities including places of worship will be permitted provided that:

- i) The location is appropriate for the scale proposed; the likely numbers of people attending and the extent of the catchment area;
- ii) The location is accessible by a variety of modes of transport;
- iii) The anticipated demand for car parking and any increased traffic would not have an adverse effect on residential amenity, and
- iv) It would not cause unacceptable noise, disturbance, cumulative impact and other potential harm to the character and amenities of any surrounding residential areas.

- 6.6 Supplementary Planning Guidance Note No.9 (Places of Worship) adopted in February 1999 states that in line with Government policy, the Council will generally expect places of worship which would generate a greater level of activity to be located within designated centres. It also goes on to state that 'As a general rule, predominantly residential areas are not suitable for new activities attracting large numbers of people'. The site itself is mainly surrounded by other factory/warehouse type uses. A school and a parade of shops are located to the south west and west of the site, with residential properties located to the west and north west of the site.

- 6.7 Given the site is located within an identified employment area and not predominately surrounded by residential properties, it could be considered that the activities and movements associated with the proposed use would be complimentary to other employment uses in the area with little additional impact to surrounding occupiers. Although the proposal is considered satisfactory with regards to SPG 9 and Policy CS1 of the Development Plan it is considered that Policy EM2 is more relevant in this case and consequently carries more weight.

***Impacts on surrounding occupiers***

- 6.8 Impacts on surrounding occupiers have already been partly addressed in the previous section, as an assessment against Policy CS1 and SPG9. It is not considered that the day to day use of the building itself would give rise to any unreasonable noise or disturbance to adjacent occupiers. Arrival and departure of visitors to the site is not likely to result in any more noise and disturbance to adjoining occupiers than a factory/warehouse use. However, unlike a factory/warehouse occupation of the application premises the

proposed use is likely to involve more activity in the surrounding area during the evenings and weekends.

- 6.9 It is acknowledged that three of the five the main uses (church, bible studies and socials) which would generate the most people would operate on evenings and Saturdays and Sundays. The timing of the proposed uses fall outside the peak times of the surrounding employment area. The remaining two main activities (Counselling and Internet Café) would operate during peak times but would also partly overlap with non peak times.
- 6.10 It is considered that both on and off street parking would be sufficient enough to accommodate the number of visitors expected. The main uses of the centre would occur on weekends (outside of peak), which may have the potential to subject nearby residential properties to additional traffic and activities associated with a large scale community centre. It is noted that the closest residents would experience large scale activities and operations 7 days per week, however the proposed use would vary greatly from other factory/warehouse type uses as there would be no heavy vehicles required and any noise generated from within the building would be contained on site with appropriate sound insulation.
- 6.11 On balance, it is acknowledged that there may be the potential for nearby residential properties to suffer additional impacts if the proposed use were approved, however given the separation from these properties (adjacent factory building and King Henry's Drive sit between subject site and nearest residential properties) it is not considered that these impacts (if any) would significantly harm the living standards currently enjoyed by these residents.

#### ***Character of Surrounding Area***

- 6.12 The existing building has little architectural merit, and the proposal does little to increase its prominence (being a corner site). A new roof is proposed including new tower, or feature element. This tower however, is located in the rear corner of the site rather than the most prominent corner which in turn would result in a heavy reliance on signage to advertise the premises. It is considered that more effort needs to be put into the external faces of the existing building to lift the building and give it more of a statement. The proposed waste storage facility is also poorly located on this prominent corner and should be relocated to another part of the site.
- 6.13 Landscaping is proposed to complement existing plantings, however no further details have been submitted. A well conceived landscape scheme would reduce the harsh appearance and give the building a softer street appearance, improving the integration between the site and nearby residential properties.

#### ***Highway Issues***

- 6.14 The trip rate data provided indicates there will not be a significant increase in traffic from what presently exists. This is considered acceptable in relation to highway issues, however there are some concerns regarding parking arrangements on site. It is recommended that parking be better allocated (1 disabled space and a small number of designated staff spaces) and the cycle storage facility be redesigned so that each space measures 2m x 1m. It is noted that a mini bus features in the tracking diagrams, which shows manoeuvring and parking. These diagrams show the mini bus parked in one of the designated spaces along Vulcan Way, which is not recommended as there

would be vehicle overhang onto the public footway.

- 6.15 Further information and details are required regarding the use and parking of this mini bus and the preparation of a travel plan should be submitted to and approved by Council.

## **7. ENVIRONMENTAL CONSIDERATIONS**

- 7.1 The applicant has failed to address policy EP16 of the Development Plan relating to renewable energy as the proposal covers more than 1000m<sup>2</sup> of floor space.

## **8. EQUALITIES CONSIDERATIONS**

- 8.1 An Access Statement was requested but not supplied by the applicant. It has therefore not been demonstrated that the proposed new use would be accessible by less able members of the public by way of public and private transport and by way of access in and around the building itself. It is considered however that the premises would be capable of providing level access.
- 8.2 The proposal for the change of use to a Christian resource centre/community facility would support the aims of a specific religious group/faith within the community. Given the size of the new facility proposed, there appears to be a demonstrated need within the community for such a centre.

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Report Author: Andrew Beattie

Background Documents: 2 letters of representation from local occupiers/residents

Contact Officer: Philip Mills Tel 020 8760 5419