

**Agenda Item: 6.10**

**This is a Major Application for which the 13 week period expires on 22/12/2006.**

06/03929/P

22/09/2006

Fairfield

Application for outline planning permission

Agent:

MSC Planning

Beech House

259 Amersham Road

Hazlemere Bucks

HP15 7QW

Applicant:

BR (Residuary) Ltd

Location: Former East Croydon Station Goods Yard, Lansdowne Road, Croydon

Description: Demolition of existing buildings; erection of 4 buildings comprising a total of 164 one and two bedroom flats and parking at basement level, formation of vehicular accesses

Drawing No(s): Basement Plan REF 22.98.11, Typical Floor and Site Plan REF:22.98.10, Part West Elevation REF:22.98.12

Recommendation: **Refuse Permission**

Reason(s) for refusal :-

1. The development would result in the loss of an employment generating use and would thereby conflict with Policy EM5 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
2. The development would not provide a high standard of design and layout, nor would it respect the visual character of the area in which it is located and would thereby conflict with Policies UD2 and UD3 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
3. The development would not include an element of affordable housing and would therefore be contrary to Policy H13 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) and Supplementary Planning Guidance Note No 6 on Affordable Housing
4. The application does not demonstrate that at least 10% of the carbon emissions for which the development is responsible would be off-set by a scheme of on-site renewable energy production methods and would thereby be contrary to Policies SP1, UD1 and EP16 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) and Supplementary Planning Guidance Note No.15 on Renewable Energy.
5. The application does not demonstrate that the proposal would achieve Eco Homes Excellent 2006 and would thereby be contrary to Policy UD1 and UD3 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

6. The application does not offer a contribution towards sustainable transport initiatives in the vicinity to alleviate traffic generation created by the development. The development would therefore be contrary to Policies SP14 and T2 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) and Planning Guidance Note 1 on Planning Obligations
7. The development would not provide sufficient accessible public open space and no contribution in lieu has been offered to provide or improve public open space in the vicinity. The development would therefore be contrary to Policy RO12 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) and Planning Guidance Note 1 on Planning Obligations
8. The applicant has not agreed to an appropriate contribution towards improvement to, or provision of education facilities, health facilities, libraries or Vision 2020 in accordance with Planning Guidance Note 1 and Policies SP27 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
9. The proposal is a high density, major planning application but it is not accompanied by a current Transport Assessment or a Travel Plan. It therefore conflicts with Policy T2 of the Croydon Replacement Unitary Development Plan (the Croydon Plan).
10. Over provision would be made for car parking within the site and the development would thereby conflict with Policy T8 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
11. The removal of the trees would have a detrimental effect on public amenity and would thereby conflict with Policy NC4 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
12. The development would not make provision for public art on the building or in the public space around it and would thereby be contrary to Policy UD16 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
14. The proposal would not incorporate satisfactory measures to ensure that the development would be accessible to all users and would thereby conflict with Policy UD7 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

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<b>Ward:</b>	<b>Fairfield</b>	<b>PLANNING COMMITTEE</b>
<b>Lead Officer:</b>	<b>Head of Planning Control</b>	<b>30th November 2006</b>

**Application Number: 06/3929/P: Former East Croydon Station Goods Yard,  
Lansdowne Road, Croydon.**

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## **1. SUMMARY**

### **1.1 Outline application for:**

- demolition of existing buildings.
- erection of 4 buildings
- comprising 164 one and two bedroom flats
- formation of vehicular access and basement parking

- 164 parking spaces.

## **2. RECOMMENDATION**

2.1 Refuse planning permission for the reasons set out in the agenda.

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## **3. BACKGROUND**

### 3.1 Site Description

- The application site is currently used as open industrial storage and is occupied by Asphaltic Roofing Supplies and Nicholson Plastics.
- Site lies on the eastern side of Lansdowne Road adjacent to the London to Brighton Railway Line.
- Site area is 0.78ha

### 3.2 Surrounding Area Uses/Form

- The surrounding area is mixed in character comprising both residential and commercial uses.
- To the north the site adjoins a Volkswagen garage, showroom and vehicle storage area.
- To the east the site adjoins the railway line. Beyond the railway line are Galaxy House and Quest House, high rise office buildings.
- To the west on the opposite side of Lansdowne Road are two and three storey residential properties. Many of these properties comprise flats, however, a small number of the buildings are in commercial use.
- To the south is a two storey building which forms part of the Network Rail Maintenance Depot.

### 3.3 Designations

- Just outside the Croydon Metropolitan Centre Boundary
- Adjacent to a Green Corridor
- Area of High Density

#### Relevant history

3.4 00/1523/P; In June 2000 an outline planning application for the demolition of existing buildings; erection of residential development comprising 42 one bedroom and 21 two bedroom flats in 7 three storey blocks; alterations to existing vehicular access and provision of 63 car parking spaces. This application was withdrawn in January 2002.

3.5 06/0979/P In March 2006 an outline planning application for the demolition of existing buildings; erection of 4 buildings comprising a total of 164 one and two bedroom flats and parking at basement level, formation of vehicular accesses was submitted to the Council. The application requested that all matters be reserved for determination at a later date. Taking into account the size of the site and the development proposed it was considered that insufficient information had been submitted to the Council to allow the determination of the application.

The Council therefore served notice on the applicant in accordance with Article 3 of the Town and Country Planning (General Development Procedure) Order 1995 stating that it would be unable to determine the application unless the reserved matters of siting, means of access and design were considerations of the outline application. Furthermore, the Council also stated that it required the following to be submitted as part of the application:

- Design Statement
- Sustainability Statement
- Details of Affordable Housing
- Transport Assessment
- Travel Plan.

This information was not provided by the applicant and the application was formally treated as Not Determined.

### 3.7 Proposal

Outline permission is sought for:

- demolition of existing buildings.
- erection of 4 buildings
- 164 one and two bedroom flats
- formation of vehicular access and basement parking
- 164 parking spaces.

3.8 Only the Layout of the site and Access to it are to be determined at this stage with Landscaping, Scale and Appearance reserved for subsequent approval.

## 4 PLANNING POLICIES

4.1 The Croydon Replacement Unitary Development Plan (the Croydon Plan) SP1 – SP3, UD1 – UD3, UD6 – UD8, UD10 – UD16, SP7, RO11 – RO12, SP9 – SP10, SP13, EP2 – EP4, EP16, SP14, T2 – T4, T8, T11, SP15, EM5, SP17 – SP22, H2 – H4, H9 – H10, H13 – H14, SP27 and CS5.

## 5. CONSULTATIONS

5.1 Advertised: press (major application).

5.2 180 adjacent/adjoining occupiers notified. 1 reply.  
Main grounds of objection:

- Part of the site is currently occupied by Asphaltic Roofing Supplies and their lease can be terminated with 6 months notice. The uncertainty over planning applications has prevented them from investing in the site.
- Few complaints have been made regarding the current use of the site
- Due to Rail Properties development plans for the site the current occupiers of the site (ARS) have been searching for alternative premises in Croydon but have been unable to find appropriate premises.
- The application is in outline form only which is inappropriate for a development of this size in inappropriate.

- Loss of a local business
- Loss of employment generating site.
- Does the application provide sufficient affordable housing?
- Overdevelopment
- Does the proposal comply with the Council's Sustainability Policies
- Have the noise levels from the Railway Line been investigated.
- The proposal is located outside of an area suitable for high buildings.
- The application does not consider the effect surrounding highway network.
- The level of off street car parking proposed does not comply with the Council's policy.
- Insufficient information is provided to assess the accessibility of the building
- Details of refuse and recycling storage have not been provided
- Adverse effect on adjoining occupiers

### 5.3 Thames Water have commented on the application and stated ;

- Surface Water Drainage – It is the responsibility of the developer to make proper provision for drainage to ground, water courses or surface water sewer. It must not be allowed to drain to the foul sewer as this is a major contributor to sewer flooding.
- Thames Water recommends that the applicant ensures that new connections to the public sewerage system do not pose an unacceptable threat of surcharge, flooding or pollution, checks the proposals are in line with DETR advice and looks to ensure the separation of foul and surface water sewerage on all new developments.
- There is insufficient capacity to meet the additional demands for the proposed development and recommends that a condition and informative be attached if planning permission is to be granted.
- Drainage works should be submitted to Thames Water and approved.

### 5.4 Network Rail have commented on the application and stated:

- Demolition works must not endanger the safe operation of the railway.
- Scaffolding must not over-sail the railway line.
- Network Rail should be consulted over any alterations to land levels
- Excavations within 10m of the boundary with the Railway line should not impact on the stability of the Railway line.
- PPG 24 Noise assessment should be carried out for this development.
- Additional surface flows should not be discharged onto Network Rail land.
- 1.8m high fences should be erected to prevent trespass and vandalism to Network Rail land.
- Structures should be set back 2m from Network Rail boundary or 5m from overhead lines.
- Landscaping scheme should be submitted to Network Rail to comment.
- Applicant should consult with Network Rail regarding Party Wall matters.

## 6. **CONSIDERATIONS**

Principle of Development

- 6.1 Policy H2 of the Croydon Plan permits housing development within built up areas provided that it does not conflict with the aims of protecting the character of residential areas and there is no loss of protected uses.
- 6.2 Policy EM5 of the Croydon Plan seeks to retain business, industry and warehousing units on such sites as long as they do not have an adverse effect on residential amenity. Where a site is considered unsuitable for an alternative employment use, housing would be the preferred use. In order for it to be demonstrated that the site is not suitable for an alternative employment use it should be demonstrated that the site has been genuinely marketed for 18 months with no significant interest shown, before alternative uses are considered.
- 6.3 The applicant has stated that the use of the site as open storage is detrimental to the residential amenities in the area and that an alternative use needs to be found for the site. The applicant is therefore of the opinion that the redevelopment of the site for a residential use is acceptable in principle. However, the Council's Environmental Health Department has not received reports/complaints regarding this site. Furthermore, the applicant has not submitted marketing information to demonstrate that the site has been satisfactorily marketed for an alternative employment generating use in accordance with Policy EM5. The proposal would therefore result in the loss of a protected use as defined by the Croydon Plan.
- 6.4 The development would have an estimated density of 497hrh which would be in excess of the required density range of 160 – 300 as specified by Policy H9. Policy H10 states that subject to certain criteria densities above those specified by Policy H9 will be permitted on appropriate sites of high accessibility to services and public transport provision. Therefore the density range which can be achieved on this site is dependant on the scheme ability to meet other Policy requirements within the Croydon Plan.
- 6.5 Because of its size the development would generate a need for public open space that cannot be provided on site. Furthermore, the development would generate a need for additional Health facilities, Education, Library, Art and Sustainable Transport services. Within this location the Council would also expect a contribution towards public realm improvements in accordance with the Vision 2020 and Planning Guidance Note 1. Whilst the application plans indicate a possible position for the provision of public art the applicant has not offered contributions to mitigate the effects of this development which would be contrary to Planning Guidance Note No 1.

#### Townscape issues

- 6.6 The site is located in a prominent position close to the Croydon Gateway Site. It is therefore necessary for any proposals for its redevelopment to be of a high quality design and appropriate to the importance of the location.
- 6.7 This is an outline planning application which at present seeks determination of layout and access only. The submitted and indicative plans suggest the proposal would comprise a series of linked and detached building ranging in height from 5 to 8 storeys. Policy UD10 of the Croydon plan states that high buildings will be permitted within designated areas. A high building is defined as a building in excess of 6 storeys or 25 metres. The proposal would comprise a high building outside of a designated area. However, whilst Policy H10 states that high buildings will be allowed in Central Croydon and the District Centres it does not

preclude high buildings in other locations. Furthermore, the site is located within close proximity to areas where high buildings have been approved and therefore the acceptability of a high building in this area would depend upon the quality of design and its affect on the amenities of the adjoining occupiers.

- 6.8 The illustrative drawings show the proposal would comprise a semi circular development with a centrally located building. Whilst the drawings are illustrative the proposed form appears to pay little respect to the surrounding area and in the absence of detailed drawings the quality of the scheme can not be assessed.

#### Amenities of adjoining and nearby occupiers

- 6.9 The nearest residential occupiers are located on the opposite side of Lansdowne Road. Whilst the development would affect the outlook and appear prominent when viewed from these properties it is unlikely to affect sunlight and daylight received by these properties to an extent to warrant refusal.

#### Amenities of future occupiers

- 6.10 The illustrative plans indicate that the proposed units would be served by a balcony and communal amenity space. It is considered that a sufficient quantity of amenity space would be provided for the future occupiers of the development. However, in places there are concerns regarding the quality of the space particularly where it is located immediately adjacent to the railway line.
- 6.11 The application site is located adjacent to the London to Brighton Railway Line. It is therefore necessary for any proposal for any application to be accompanied by a PPG24 Noise Survey in order to ensure that appropriate mitigation measures can be incorporated to ensure that a suitable standard of accommodation is provided for future occupiers. No such report has been submitted.

#### Highways and parking

- 6.12 The application site has a PTAL rating of 6a (on a scale of 1a – 6b, where 6b is the most accessible). The application proposes that a total of 164 car parking spaces for the 164 flats proposed (100% provision). The site is located within walking distance of East and West Croydon Rail Stations, tram link and numerous bus routes. Due to the site's accessibility level this is a location where the Council could support a low level of off street car parking. The application therefore proposes an excessive off street car parking provision.
- 6.13 Policy T6 of the Croydon Plan requires developments of this size to be accompanied by a Transport Assessment and a Travel Plan. The application states that a Transport Assessment was submitted as part of the pre application discussion and that this document remains relevant. However, a current Transport Assessment should have accompanied the application. Neither a current Transport Assessment nor a Travel Plan has been submitted as part of the application.

## Trees

- 6.14 There are a number of trees located along the boundary of the site with Lansdowne Road. Heavy storage has been placed in close proximity of some and many of these trees have been severely pollarded in the past. However, collectively the line of trees makes a contribution to the street scene. The application does not include a Tree Survey and it does not include details as to whether any of these trees are to be retained. In the absence of a detailed tree survey or a detailed landscaping scheme including a scheme of replacement trees it is considered that their loss would have an adverse effect on the street scene.

## **7. ENVIRONMENTAL CONSIDERATIONS**

- 7.1 The Design and Access Statement submitted with the application states that the development would be sustainable in terms of materials and construction both externally and in terms of the fabric of the structure. It also states that the extensive roof area enables the introduction of Photovoltaic cells. However, the application does not provide a commitment to attaining Eco Homes Excellent standard 2006.
- 7.2 The proposal does not include details or a scheme to demonstrate how the development would achieve 10% of its predicted energy requirements from renewable energy sources to off set predicted carbon emissions above and beyond the requirements of the Building Regulations.

## **8. EQUALITIES CONSIDERATIONS**

- 8.1 The application does not make a commitment to ensuring that the proposed units would attain life time homes standards nor does it identify that disabled car parking facilities would be provided.

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Case Officer: Nicola Townsend

Background Documents: 1 letter of representation.  
Letter from Thames Water  
Letter from Network Rail

Contact Officer: Mr. P. Mills 020 8760 5419