

Agenda Item: 6.5

08/01848/P

22/05/2008

New Addington

Application for full planning permission

Agent:

Miss Widdowson
Nathaniel Lichfield & Partners
Nathaniel Lichfield & Partners
14 Regent's Wharf
London London
SW9 9QH

Applicant:

Tesco Stores Ltd
PO Box 18
Delamere Road
Cheshunt Waltham Cross,
Hertfordshire
EN8 9SL

Location: Corner of South Eastern Car Park (Opposite 48-55), Central Parade,
Croydon, CR0

Description: Erection of temporary single-storey community building.

Drawing No(s): 9.3/SK2014

Recommendation: Grant Permission

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

1. Unless otherwise previously agreed in writing by the Local Planning Authority, the music area noise break-out (in terms of octave band Leq) must be no higher than the lowest measured background noise level (in terms of octave band L90) during opening times when measured outside the nearest dwellings. In addition the combined Noise Rating Level from all building services plant shall be no higher than the lowest measured background noise level at the nearest dwelling(s). Any plant noise should not increase above background noise levels (below 10dB) at the nearest sensitive residential property with no tonal component out of character with the existing noise environment sufficient to attract attention.

Reason: To protect the amenities of adjoining occupiers in accordance with Policy EP1 of the Croydon Replacement Unitary Development Plan (The Croydon Plan).

2. Unless otherwise previously agreed by the Local Planning Authority in writing, the access ramp to the primary entrance of the building for wheelchair users shall be provided as specified in the application and shall be retained for so long as the building remains in situ.

Reason: To ensure that an acceptable standard of inclusive design is provided and retained in accordance with Policy UD7 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

3. Unless previously agreed in writing by the Local Planning Authority, the application premises shall not be used except:-
between 08:00 hours and 23:00 hours on Mondays to Saturdays
and between 08:00 hours and 22:30 hours on Sundays and Bank Holidays
Reason: To protect the amenities of adjoining occupiers

4. This permission is granted for a limited period of 3 years expiring on 24th July 2011 when the use shall be discontinued and the building(s) and/or works removed from the site.
Reason: To use of the building is only required temporarily after which time the new facilities shall be available.

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

- . The relevant policies of the Croydon Replacement Unitary Development Plan (the Croydon Plan) are SP1, SP2, SP3, SP14, SP26, SP27, UD1, UD2, UD3, UD6, UD7, UD8, UD13, T2, T8, T11, CS1, CS3 and EP1.
- . Planning Guidance Note No.2 'Central Parade and New Addington Regeneration Strategy and Planning Brief' (PGN2) is also of significant relevance to this site.

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) accessibility to buildings
- and having regard to all other matters raised.
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08/01848/P
Corner of south-eastern car park (opposite 48-55)
Central Parade

1. SUMMARY

- 1.1 This report concerns an application for full planning permission for a development comprising the erection of a temporary single-storey building for use as a community centre. The proposal would provide temporary accommodation for the Addington Community Association (ACA) during the redevelopment of the land to the western side of Central Parade to provide for a Tesco retail store, residential dwellings and a mix of other community uses (see application 08/216/P).
- 1.2 The application is on the agenda for the Planning Committee due to the number of objection letters received.
- 1.3 With regards to the Tesco application (08/216/P), amendments have been made to the application and this application has been formally referred to the GLA.
- 1.4 The application was deferred at the Planning Committee held on 24 July 2008 in order for a site visit to be undertaken and for further information to be provided in relation to parking facilities within the Central Parade. Additional information has now been provided.

2. RECOMMENDATION

- 2.1 It is recommended that planning permission be granted subject to the conditions set out in the agenda.
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3. ADDITIONAL INFORMATION

3.1 (1) What other sites were looked at and why was each of these discounted?

An extensive search was made by the Council's Assets and Facilities Management Division for an existing Council owned building within or close to the central area of New Addington which could meet the minimum temporary requirements of the Addington Community Association, to ensure that the ACA can continue to function whilst the new replacement facilities are constructed. In short, none of the

existing buildings identified would meet the ACA's minimum requirements in terms of internal space. Buildings considered included the Goldcrest Centre, Timebridge Centre, Fieldway Community Centre, and various areas of open land including Fishers Farm and Parkway.

In parallel with the Croydon search, Tesco Stores Limited conducted a wider search of vacant non-Council owned buildings in and around the central area of New Addington, which could meet the ACA requirements. A detailed search for a vacant building was made by TSL with help from GL Hearn and the only vacant building found in the locality - which met the minimum size requirement - was an industrial unit located on King Henrys Drive. The location is outside the central area of New Addington. The building itself, constructed some time ago, was found to be in a poor state of repair and was rejected as unsuitable for conversion from light industrial use to temporary community centre. Following this initial search of premises within the central area of New Addington, the search was widened to an extended area. Within this extended area no suitable buildings were found.

The reasons for discounting other options considered included remote locations, accessibility to public transport and impact on the amenities of residential properties.

3.2 (2) What is going to happen to the recycling area?

The recycling area will be relocated to an open parcel of land fronting onto Salcot Crescent, to the flank of no.60 Central Parade.

3.3 (3) The count of 18 bays to be lost does not include the two parallel disabled bays. Where are the disabled bays going to be relocated?

The two parallel disabled bays will be relocated within the extended car parking area to the eastern side of the existing public space. This would be a highly accessible location for these spaces as it is centrally located to the parade of shops and immediately adjacent to the market.

3.4 (4) The parking bays that are to be retained adjacent to the building [the temporary ACA building] are shown to be sited straight whereas currently they are slanted. They were designed as slanted bays because cars would otherwise not be able to manoeuvre in and out as there are also parallel parking bays on the opposite side of the road. Has this been looked at and is there any analysis (for example swept path analysis) demonstrating that the straight bays could be accessed together with the parallel bays on the opposite side?

The alignment of the parking bays in front of the proposed temporary ACA has been reviewed and the spaces slanted to allow for easy

inward and outward manoeuvring. Inward and outward manoeuvring from these bays has been verified as workable by the project highway consultants (Waterman Boreham). The re-alignment of these spaces would result in a reduction in available parking spaces in front of the temporary ACA building, from 18 to 12 bays.

However, there is now an intention to create an additional 14 spaces in Central Parade through extensions to the other existing car parks. This will be discussed at the Council's Traffic Management Cabinet meeting on 16 October. If agreed, these additional car parking spaces would be subject to a new planning application.

3.5 (5) What is the timetable of a typical week at the community centre – how many people visit the centre every day – how many people drive

A schedule of existing activities that take place at the ACA Building has been provided by the applicant. These include various activities everyday such as Parent and Tots, Line Dancing, Bingo, Waylands Disabled Club and Bethal Prayer Centre, the majority of which will transfer over to the temporary facility. Without carrying out further survey work of existing users it is difficult to quantify the number of users that park their cars at the existing facility and would look to do so for use of the proposed facility. However, the following general points have been made by the applicant:

- The proposed temporary Community Building will be located in the District Centre which is easily accessible by foot to the majority of residents of New Addington for which it is principally there to serve. Furthermore, for those attending activities at the centre from outside the local community, the District Centre is well served by public transport, in the form of bus services and the tram. The intention is not to promote car usage by providing parking specifically for the purpose of users of activities held at the Centre.

- A number of the activities are evening/after school activities and classes which would not conflict with daytime car parking for the shops and the market and should not put a pressure on existing car parking in the Parade.

- The parking arrangements in and around Central Parade are being reviewed by the Council's Community Stakeholder Parking Sub-Group. Discussions of which are ongoing with proposals/recommendations to be discussed at the Council's Traffic Management Cabinet meeting on 16 October. This Sub-Group last met on 7 August and amongst other things is currently considering a new charging regime during the construction period which would allow for a consistent charging arrangement for all spaces in Central Parade, including potentially a free ½ hour period. This latter initiative is aimed at helping to support the local traders, as it will help stimulate short-stay parking in Central Parade.

It is also being recommended that controlled parking zones are introduced during the construction period of the Tesco mixed-use scheme for surrounding residential streets (these including Chertsey Crescent, Overbury Crescent, Montacute Road, Salcot Crescent, and Arnhem Drive).

3.6 (6) A parking survey needs to be undertaken for all the available parking on Central Parade including on market days

Please see below the comments and analysis by the project highways consultants, Waterman Boreham, who carried out car parking accumulation surveys as part of the Tesco mixed use planning application. Their comment as follows:

Data Collection

Car park accumulation surveys were undertaken on Tuesday 26th September 2006. Surveys were undertaken for a 12 hour period from 7am to 7pm. These surveys were undertaken in advance of the redevelopment of the southern end of Central Parade for the new CALAT building. Survey work was carried out on market days held in the main Central Parade square, which reduced the total parking capacity of central New Addington by 42 spaces.

Analysis

Original Parking Situation

When the parking survey was carried out in 2006, the 6 parking areas on the eastern side of Central Parade had a total capacity of 237 parking spaces. However, on the day the survey was conducted this was reduced to 195 spaces due to re-allocation of spaces for market traders and stalls. All of the 6 parking areas were subject to full capacity at some stage during the survey.

CALAT Building Situation (Current Situation)

Subsequent to the parking surveys in 2006, the creation of the CALAT building has reduced the parking from 45 spaces down to 24.

ACA Building and additional car parking spaces (Proposed Situation)

The creation of the temporary ACA building on the remaining section of would remove the remaining 24 spaces (plus the two disabled spaces). To compensate for this, the provision of 14 temporary spaces is proposed. These parking spaces have been analysed using swept-path analysis in order to ensure they are usable.

3.7 (7) Where do the visitors to the CALAT building park?

This building has no allocated car parking provision. This is due the fact it is situated within the District Centre and it is considered this to be a sustainable location and any parking requirements could be absorbed into the facilities which exist in Central Parade.

4. CONCLUSION

- 4.1 With regards to the additional information submitted, including the proposal for 14 extra car parking spaces, it is recommended that full planning permission be granted, subject to the conditions set out in the agenda.

Report Author: Natalie Glover

Background Documents: Letter from applicant

Contact Officer: Mr P Mills
Tel: 020 8760 5419

08/01848/P
Corner of south-eastern car park (opposite 48-55)
Central Parade

2. SUMMARY

- 1.1 This report concerns an application for full planning permission for a development comprising the erection of a temporary single-storey building for use as a community centre. The proposal would provide temporary accommodation for the Addington Community Centre (ACC) during the redevelopment of the land to the western side of Central Parade to provide for a Tesco retail store, residential dwellings and a mix of other community uses (see application 08/216/P).
- 1.2 The application is on the agenda for the Planning Committee due to the number of objection letters received.

2. RECOMMENDATION

- 2.1 It is recommended that full planning permission be granted subject to the conditions set out in the agenda.
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3. BACKGROUND

(a) Site Description

- 3.1 The site is located within the south-eastern corner of the Central Parade car park, opposite units numbered 48-55 and directly adjacent to the newly constructed CALAT (Continuing Adult Learning and Training) building at the most south-eastern end of the car park. The site falls within the New Addington District Centre.
- 3.2 Central Parade is defined by two-storey terraced buildings on the north and north-eastern side only, with shop units on the ground floors and residential flats on the upper floors. The through road (Central Parade) is separated by the car park which runs through the middle from north-west to south-east, where it ends at the roundabout junction with Salcot Crescent and Arnhem Drive.
- 3.3 On the opposite side of Central Parade (at the application site section) are three-storey blocks of flats in Chertsey Crescent sited

roughly 30m away. Further north-west, the alternate side of Central Parade is defined by a mix of one and two-storey buildings which accommodate an existing community centre, sports facility centre, library and Council 'one-stop shop' with large car park areas. The buildings are setback between 35m and 55m from the road and therefore about 100m away from the shop units in Central Parade.

- 3.4 The surrounding roads from Central Parade are residential in character and defined by either terraced or semi-detached two-storey houses in a rather densely developed form.

(b) Relevant Planning History

Land to western side of Central Parade

- 3.5 *08/216/P:* A resolution to grant planning permission was made subject to approval from the Greater London Authority and the signing of a Section 106 agreement for a development comprising: the erection of new buildings comprising a mix of uses including replacement community & leisure facilities (library, leisure centre, community centre and joint services centre within class D1/D2) retail store (class A1) , small shop units (class A1-A5 inclusive) business opportunity centre (class B1), health centre (class D1) and 251 dwellings; provision of public and private parking, associated access, servicing arrangements, highway, landscaping and public realm improvements.
- 3.6 The current application being considered would provide temporary accommodation for the Addington Community Centre (hereafter ACA) during the construction of the above development.

(c) Proposal

- 3.7 Full planning permission is sought for the erection of a temporary single storey building for use as a community centre by the ACA.
- 3.8 The building would be sited within the south-eastern corner of the car park (opposite unit numbers 48-55) and adjacent to the newly constructed CALAT (Continuing Adult Learning and Training) building which is sited within the most south-eastern corner of the Parade.
- 3.9 The building would be single-storey with a flat roof and have an overall gross internal area of 630m² and an overall height of 3.4m. The overall length would be 54m and depth 12.5m. The internal arrangement would provide two main halls, a member's bar, kitchen, office, male and female WC's and storage areas.
- 3.10 It is anticipated that the temporary accommodation would be required for two years, although a three year period is desirable to allow for setbacks in construction time.

4. PLANNING POLICIES

- 4.1 The relevant policies of the Adopted Croydon Replacement Unitary Development Plan (the Croydon Plan) are SP1, SP2, SP3, SP14, SP26, SP27, UD1, UD2, UD3, UD6, UD7, UD8, UD13, T2, T8, T11, CS1, CS3 and EP1.
- 4.2 Planning Guidance Note No.2 "Central Parade and New Addington Regeneration Strategy and Planning Brief" (PGN2) is also of significant relevance to this site.

5. CONSULTATIONS

- 5.1 The owners/occupiers of 90 adjoining and neighbouring sites were notified in writing of the application; 13 letters of representation were received and the following objections were raised:

- Resulting overall lack of parking spaces with the closure of car parks adjacent to swimming pool and existing community centre;
- Reduction in available parking will discourage people from shopping in Central Parade;
- Potential closure of businesses on Central Parade;
- Increased incidences of alcohol consumption in an area designated as a No Alcohol Drinking Zone;
- General disruption from building works (following development of CALAT building and imminent Tesco's development);
- Detrimental to the amenity of neighbouring residents due to pub facility, loud music, people loitering outside, children playing, late hours;
- There are alternative solutions/sites readily available elsewhere;
- Council should conduct a needs survey to establish the requirements of user groups such as church halls, community centres, schools;
- Additional traffic in this area;
- General objection regarding the Tesco development in principle.

6. CONSIDERATIONS

- 6.1 The principal issues are:
- 1) The need for the development in principle;
 - 2) The impact of the proposal upon the character and the visual amenity of the street scene;
 - 3) The impact upon the residential amenities of neighbouring occupiers;
 - 4) Impact upon parking facilities and other highway implications;

(a) The need for the development in principle

6.2 As a part of the major Central Parade regeneration and the mixed-use development on the western side of the road, a replacement, modern ACA building is proposed within the Communities Facilities building. During the two year construction phase, the site on the western side of Central Parade will be cleared. The proposed temporary building is therefore required to enable the ACA to continue to function during the construction period. The applicants' agent anticipates that the building would be required for a period of two years, although this would be dependant on the timing of the construction.

6.3 Alternative locations within existing vacant buildings elsewhere in New Addington were investigated as potential venues for the temporary ACA, but no suitable alternatives were found. Detailed discussions with the ACA identified that a temporary building ideally needs to be located within the Central Parade area. This ensures that it is conveniently located within the District Centre, close to the existing location which is well served by public transport for the many elderly people who utilise it. The CALAT building is also proposed to house some other temporary uses and the co-location of the proposed ACA provides similar continuity of access when compared to the existing location across the road. The proposed location also benefits from high levels of natural surveillance and existing lighting.

(b) The impact of the proposal upon the character of the area and the visual amenity of the street scene

6.4 The design and appearance of the temporary building is fairly standard for a modular building of this nature. It would be low-key with a flat roof and an overall height of about 3.4m and would be as visually unobtrusive as is practicable. The external appearance would be of pale grey plastic coated steel, with white uPVC windows and powder coated aluminium entrance doors.

6.5 It is accepted that during the anticipated two-year construction phase of the development on the western side of the road, the appearance of Central Parade overall would be somewhat affected. However, the future benefits far outweigh the temporary disruption.

(c) The impacts upon the residential amenities of neighbouring occupiers;

6.6 There are some residential premises nearby, above shops which front Central Parade and across the road in flats in Chertsey Crescent. Due to the low-key design and bulk of the proposed

temporary building it is not considered that the building would be visually intrusive. As noted above, there would be temporary disruption to the overall appearance of the Central Parade area. However, in the context of the mass regeneration of the area, any temporary disruption arising from this proposal would be minimal.

6.7 Although the use of the temporary ACA building will be primarily for meetings/community uses during the day, activities which could potentially generate higher noise levels (such as weddings and parties) will operate on some evenings. It is detailed that the following would be provided to mitigate the noise impacts upon residents and suitable conditions would be attached to ensure their implementation:

- Responsible management, for example ensuring activities stop precisely on time and signage being displayed reminding users to leave quietly;
- Windows and doors remaining closed during mid-late evening uses;
- No operation of the facility after 11pm unless previously agreed with the appropriate authority;
- A management system with an operating limit of 95dB at the nearest residential location;
- Noise levels from mechanical plant not to exceed 35dB at a distance 10m from the building.

(c) Parking, access, turning arrangements and other highway implications

6.8 The location of the proposed building will result in the temporary loss of 18 parking spaces (plus 2 disabled spaces). This represents roughly a 12.5% reduction in public “pay-and-display” parking within the Centre. Although this loss is regrettable, it is necessary to allow the regeneration of Central Parade to progress whilst also facilitating the continuation of the ACA’s community work. Whilst the building is in situ in its proposed location adjacent to the CALAT building, the impact upon available parking would be minimised on the main shopping function and will ensure the street market can function without interruption.

6.9 As the site is only across the road from the existing location, access will largely be the same. The area is well served by bus routes and the tram and the remaining parking facilities would be maintained.

(d) Conclusion

- 6.10 Providing alternative accommodation temporarily for the ACA within the District Centre allows the ACA to continue to function whilst the new facilities are constructed thereby allowing the regeneration of Central Parade to progress. In conclusion, it is recommended that full planning permission be granted, subject to the conditions set out in the agenda.

7. ENVIRONMENTAL CONSIDERATIONS

- 7.1 There are no other environmental considerations arising from this application.

8. EQUALITIES CONSIDERATIONS

- 8.1 The temporary building would be set on pads on the existing car park. The principle entrance would be served by both steps and a ramp and be used for all public access. There would be level movement to all areas of the building giving good access including the accessible toilet.
- 8.2 The secondary exits at each end are strictly for fire escape and possible deliveries.

Report Author: Natalie Glover

Background Documents: 13 letters of objection

Contact Officer: Mr P Mills
Tel: 020 8760 5419