

Planning Committee Agenda



To: Councillor Michael Neal (Chair)
Councillor Clive Fraser (Vice-Chair)
Councillors Ian Parker, Simon Brew, Lara Fish, Sean Fitzsimons,
Mohammed Islam, Mark Johnson, Humayun Kabir and Appu Srinivasan

Reserve Members: Leila Ben-Hassel, Louis Carserides, Chris Clark,
Danielle Denton, Christopher Herman, Joseph Lee, Endri Llabuti,
Ellily Ponnuthurai, Holly Ramsey and Luke Shortland

A meeting of the **Planning Committee** which you are hereby summoned to attend, will be held on **Thursday, 3 August 2023** at the rise of Planning Sub-Committee but not earlier than **6.00 pm** in **Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX**

KATHERINE KERSWELL
Chief Executive and Head of Paid Service
London Borough of Croydon
Bernard Weatherill House
8 Mint Walk, Croydon CR0 1EA

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www.croydon.gov.uk/meetings
Wednesday, 26 July 2023

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To register a request to speak, please either e-mail Democratic.Services@croydon.gov.uk or phone the number above by 4pm on the Tuesday before the meeting.

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If you require any assistance, please contact Tariq Aniemeka-Bailey
020 8726 6000 x64109 as detailed above.

AGENDA – PART A

1. Apologies for absence

To receive any apologies for absence from any members of the Committee.

2. Minutes of Previous Meeting (Pages 5 - 12)

To approve the minutes of the meeting held on Thursday, 9 March 2023 and Thursday, 6 April 2023 as accurate records.

3. Disclosure of Interest

Members are invited to declare any disclosable pecuniary interests (DPIs) and other registrable and non-registrable interests they may have in relation to any item(s) of business on today's agenda.

4. Urgent Business (if any)

To receive notice of any business not on the agenda which in the opinion of the Chair, by reason of special circumstances, be considered as a matter of urgency.

5. Development presentations (Pages 13 - 14)

To receive the following presentations on a proposed development:

5.1 23/00486/PRE - 50 High Street (Purley Leisure Centre, Car Park and Former Sainsbury Supermarket), Purley (Pages 15 - 34)

Demolition of the existing buildings and erection of 4 buildings of 5-13 storeys to provide a leisure centre, commercial unit, approximately 246 age-restricted and care units (Use Classes C2 and C3) with associated facilities, public square and route through the site, and car park.

Ward: Purley and Woodcote

6. Other planning matters (Pages 35 - 36)

To consider the accompanying report by the Director of Planning & Strategic Transport:

There are none.

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Planning Committee

Meeting of held on Thursday, 9 March 2023 at 6.30 pm in Council Chamber, Town Hall,
Katharine Street, Croydon CR0 1NX

MINUTES

Present: Councillor Michael Neal (Chair);
Councillor Leila Ben-Hassel (Vice-Chair);
Councillors Ian Parker, Clive Fraser, Mark Johnson, Humayun Kabir,
Joseph Lee, Ellily Ponnuthurai and Holly Ramsey

Apologies: Councillor Sean Fitzsimons

PART A

10/23 **Minutes of Previous Meeting**

RESOLVED that the minutes of the meeting held on 17 November and 1 December 2022, and 26 January and 9 February 2023 be signed as correct records.

11/23 **Disclosure of Interest**

There were no disclosures of a pecuniary interest not already registered.

12/23 **Urgent Business (if any)**

There was none.

13/23 **Development presentations**

There were none.

14/23 **Planning applications for decision**

The application under consideration was 22/02285/FUL – 2 Welcomes Road, Kenley, CR8 5HD.

15/23 **22/02285/FUL - 2 Welcomes Road, Kenley, CR8 5HD**

Ward: Kenley

This application was for the Demolition of existing bungalow and outbuildings and erection of a three-storey building containing 6 x 2-bedroom flats and 2 x 4-bedroom semi-detached houses (total 8 dwellings), with associated parking and landscaping.

Officers presented the application and in response to questions from members, explained that:

- There was a space of 19.9 metres between the two buildings in the proposed development;
- The height of the existing building on the land was 6.2 metres, and if the application were approved the new building would be 11.3 metres high;
- There would be one access point rather than the two that currently existed, and that this would be a four metre wide path for cars, 1.2 metres of which would be paved with different material for pedestrians to walk on;
- Landscaping could be dealt with under conditions; and,
- The obscure-glazed windows were all placed in secondary use rooms, and that window openings were also restricted.

Members heard two representations against the application and one from the applicant. The objectors raised the following points:

- That the proposal was to put too many buildings on one site;
- That the design was dull and dominating over the road and not in keeping with the area;
- That they felt it was excessive and over-developed; and,
- That car parking issues would arise because there was not enough provided for by the application.

Following the presentations, officers clarified that regarding cumulative impact of developing land in this way, it would be contrary to the opinion of the Planning Inspector to reject on this basis, and the council would need to defend the decision not to follow the Planning Inspector's guidance. Officers also clarified that the parking provision was above that allocated by the London Plan.

After consideration of the officer's report, Councillor Elily Ponnuthurai MOVED the recommendations as contained in the report. This was SECONDED by

Councillor Humayun Kabir and put to the vote. The committee **RESOLVED**, with 5 votes in favour and 5 votes against, with the Chair using their casting vote against, and so the motion fell.

A second motion for **REFUSAL**, on the grounds of the development being out of character, and poor quality, design and appearance, and that the footprint and layout of the buildings was too large, was proposed by Councillor Ian Parker, seconded by the Chair, and the committee **RESOLVED**, with 5 votes in favour, five votes against, and the Chair using their casting vote to refuse development at 2 Welcomes Road.

16/23 **Items referred by Planning Sub-Committee**

There were none.

17/23 **Other planning matters**

There were none.

The meeting ended at 8.10 pm

Signed:

Date:

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Planning Committee

Meeting of held on Thursday, 6 April 2023 at 6.00 pm in Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX

MINUTES

Present: Councillor Michael Neal (Chair);
Councillor Leila Ben-Hassel (Vice-Chair);
Councillors Ian Parker, Sean Fitzsimons, Clive Fraser, Humayun Kabir,
Joseph Lee, Holly Ramsey, Luke Shortland and Appu Srinivasan

Also Present: Councillor Mike Bonello

Apologies: Councillor Mark Johnson and Ellily Ponnuthurai

PART A

18/23 **Disclosure of Interest**

There were no disclosures of a pecuniary interest not already registered.

19/23 **Urgent Business (if any)**

There was none.

20/23 **Planning applications for decision**

21/23 **22/05360/FUL Land to the rear of 15-35 Birchanger Road, South Norwood, SE25**

Demolition of existing structures and buildings. Erection of 9 mews houses with associated landscaping, refuse storage and cycle parking.

Ward: Woodside

The officer presented details of the planning application and in response to members' questions explained that:

- The proposed building would have charred timber cladding, this would not provide any scope for staining as the cladding was blackened and the material of the cladding was quite fire resistant as the timber had already been charred.

- The developer had been asked to provide officers with a management plan for the maintenance of the communal areas, this plan would include details about who was responsible for the upkeep of these areas and whether there was a service charge to included.
- The communal gardens and the food growing beds went over and above the policy requirement, residents could decide whether they wanted to use these areas for food growing or for another purpose such as flower beds for example.
- If the maintenance plan was not complied with then officer would be able to investigate and take appropriate enforcement action.
- The site was considered a scattered employment site as it was not part of a cluster of industrial uses or part of a town centre. The site was not protected by policy, to deal with the impact of the use of the site the applicant submitted a contamination report to officers.
- The first-floor bedroom window would be obscured to avoid the issue of overlooking, residents would have an additional window and access to a balcony, but the angle of the balcony would not lead to overlooking on neighbours. On the first floor, the rear of the property had oriel windows which faced sideways to prevent residents from having a direct view on neighbouring properties.
- Whilst the proposed play space was a policy requirement, the communal gardens were not a requirement for housing developments.
- As the properties on the site were over 30m from the waste collection point, officers asked the developer to create a waste collection plan.
- There was no access to the site for vehicles due to the narrow access road. The local plan had provision for car clubs, but this would require financial contributions.
- There was a construction logistics plan condition, the developer had submitted an indicative construction logistics plan to officers prior to commencement of construction.

Tony Hinnigan spoke in objection to the application, Max Plotnek spoke in support of the application and the ward Member Councillor Mike Bonello addressed the Committee with his view on the application.

After the speakers had finished, the committee began the deliberation, during which they raised the following points:

- The site's existing use was a marginal employment site and it was still unclear on whether there had been any issues for residents with the current employment use.
- The site had a tight access road and there was no provision for car parking and so a car club may need to be introduced to address this potential issue.
- There would be a challenge with waste collection, but members were satisfied that the plan would mitigate these issues.
- The site was right for development but there was concern about the modern design, lack of parking provision and loss of employment on the site. There was also concern that there were too many units on the site and that the separation distance between properties was lower

than expected but members believed that proper maintenance of the landscaping would help to minimise the issue.

- The application was considered policy compliant.
- The approach to biodiversity at the proposed development was appreciated.
- There were concerns that these were family homes and there could be an impact outside of the controlled parking zone (CPZ) area as there was no on-site parking.
- Overlooking was a concern but it depended on how the landscaping were managed.
- The introduction of a physical barrier (bollards) for the access road would prevent people from parking on the road and blocking the path.
- The lack of parking on site would enable extra space for landscaping.
- It was proposed that officers introduce a condition for the balconies to consist of obscure glass to protect residents' privacy.
- Members proposed adding the requirement for a crime safety strategy on the site.

The substantive motion to GRANT the application based on the officer's recommendation in addition to the following conditions: the use of obscure glass for the balconies; the introduction of bollards at the entrance of the access road and the introduction of a crime safety strategy was proposed by Councillor Parker. This was seconded by Councillor Kabir. Subject to the additional conditions.

The motion to grant the application was taken to a vote and carried with nine Members voting in favour and one Member abstained their vote.

Committee RESOLVED to GRANT the application for the development at the Land to the rear of 15 -35 Birchanger Road, South Norwood, SE25

22/23 Items referred by Planning Sub-Committee

There were none.

23/23 Other planning matters

RESOLVED to note the weekly Planning decisions as contained within the report.

The meeting ended at 7.36pm

Signed:

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Date:

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PLANNING COMMITTEE AGENDA

PART 5: Development Presentations

1 INTRODUCTION

- 1.1 This part of the agenda is for the committee to receive presentations on proposed developments, including when they are at the pre-application stage.
- 1.2 Although the reports are set out in a particular order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a particular application, you need to be at the meeting from the beginning.
- 1.3 The following information and advice applies to all those reports.

2 ADVICE TO MEMBERS

- 2.1 These proposed developments are being reported to committee to enable members of the committee to view them at an early stage and to comment upon them. They do not constitute applications for planning permission at this stage and any comments made are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification.
- 2.2 Members will need to pay careful attention to the probity rules around predisposition, predetermination and bias (set out in the Planning Code of Good Practice Part 5.G of the Council's Constitution). Failure to do so may mean that the Councillor will need to withdraw from the meeting for any subsequent application when it is considered.

3 FURTHER INFORMATION

- 3.1 Members are informed that any relevant material received since the publication of this part of the agenda, concerning items on it, will be reported to the Committee in an Addendum Update Report.

4 PUBLIC SPEAKING

- 4.1 The Council's constitution only provides for public speaking rights for those applications being reported to Committee in the "Planning Applications for Decision" part of the agenda. Therefore reports on this part of the agenda do not attract public speaking rights.

5 BACKGROUND DOCUMENTS

- 5.1 For further information about the background papers used in the drafting of the reports in part 8 contact Mr P Mills (020 8760 5419).

6 RECOMMENDATION

- 6.1 The Committee is not required to make any decisions with respect to the reports on this part of the agenda. The attached reports are presented as background information.

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1. DETAILS OF THE DEVELOPMENT

Ref: 23/00486/PRE
Location: 50 High Street (Purley Leisure Centre, Car Park and Former Sainsbury Supermarket), Purley
Ward: Purley and Woodcote
Description: Demolition of the existing buildings and erection of 4 buildings of 5-12 storeys to provide a leisure centre, commercial unit, approximately 246 age-restricted and care units (Use Classes C2 and C3) with associated facilities, public square and route through the site, and car park.
Applicant: Polaska Assets Limited
Agent: Avison Young
Case Officer: Thomas Wilson

2. PROCEDURAL NOTE

- 1.1 This proposed development is reported to Planning Committee to enable Members to view and comment upon it at pre-application stage. It does not constitute an application for planning permission. Any comments made are provisional, and subject to full consideration of any subsequent applications.
- 1.2 The plans and information provided to date are indicative only and as such the depth of analysis provided corresponds with the scope of information that has been made available to Council officers. Other issues may arise as more detail is provided and the depth of analysis expanded upon. At this stage, the proposal is still a concept scheme, with the focus on land use and design.
- 1.3 The report covers the following points:
 - a. Executive summary
 - b. Site briefing
 - c. Place Review Panel feedback
 - d. Matters for consideration and officers' preliminary conclusions
 - e. Specific feedback requests

3. EXECUTIVE SUMMARY

- 3.1 A pre-application proposal for redevelopment of the site including a public leisure centre was submitted by the applicant following the Council elections in May 2022 and the Executive Mayor's commitment to re-opening a public swimming pool in Purley. The proposal is for a mixed-use retirement village and public leisure centre on the same site, supported by publicly accessible retirement village facilities (restaurant and bar), a commercial unit, a new civic square and public route, and car parking.
- 3.2 An earlier version of the scheme was considered by the Place Review Panel (PRP) on 18th May 2023 and their views are summarised in Appendix A.

- 3.3 Discussions so far have focused on the principle of the development and the proposed land uses, design (including the scale/height/massing and its impact on the streetscape and skyline), and quality of accommodation, with limited discussion on other matters such as landscaping, transport planning and affordable housing.
- 3.4 Due to its height and number of units the proposed development is referable to the Greater London Authority (GLA), who have not yet been consulted.
- 3.5 It is anticipated that a single planning application will be submitted for the proposal.

4. SITE AND SURROUNDINGS

Image 1: Aerial photo of the site with notable landmarks



Site location and surrounding area

- The site is located between High Street and Whytecliffe Road South
- The site comprises several different/former uses notably Purley Leisure Centre and Purley Multi-Storey Car Park, providing 396 car parking spaces.
- There is a significant change in levels across the site of approximately 6m from Whytecliffe Road South down to the High Street.

- The surrounding streets are a mix of commercial and residential buildings of 2-6 storeys. There are presently two planning applications under consideration for 9-storey developments on the site opposite at nos. 26-52 Whytecliffe Road South.

Designations

- The site is within Purley District Centre
- The site is not within a conservation area. The existing buildings are not listed.
- The adjacent and opposite buildings on High Street fall within a Local Heritage Area, with locally listed buildings within the vicinity and the Grade II listed Purley United Reform Church, north of the site.
- The site has a Public Transport Accessibility Level (PTAL) of 5 (very good).
- The site is within Flood Zone 1 (low). However, it is at high risk from surface water flooding, groundwater flooding and within a critical drainage area.
- The site is allocated in the Local Plan (site 30) for “a mixed-use redevelopment incorporating public car park, new leisure facilities, including a swimming pool, and other community facilities, healthcare facility, creative and cultural industries enterprise centre, retail or residential accommodation”.
- Place specific policy, DM42 (Purley) requires buildings to “Complement the existing predominant building heights of 3 to 8 storeys, with a potential for a new landmark of up to a maximum of 16 storeys” (which has already been consented at Purley Baptist Centre).

5. RELEVANT PLANNING HISTORY

- 5.1 There is no planning history on the site itself of relevance. However, the following recent applications relating to surrounding sites are considered to be of relevance:

26-52 Whytecliffe Road South, Purley, CR8 2AW

- 5.2 19/03142/FUL - Demolition of and erection of part 6/part 7/part 8/part 9 development to provided 106 residential units. Pending consideration.
- 5.3 21/01753/FUL | Demolition of the existing and erection of a part 6/part 8/part 9 storey building and separate part 4/part 5 storey building to provide 247 residential units. Pending consideration.

6. PROPOSAL

- 6.1 The proposal is at concept stage, and is for:
- Demolition of the existing buildings.
 - Erection of 4 linked buildings (Buildings A-D), described indicatively as follows:
 - Building A: 4/5-storey building fronting the High Street. It would contain a commercial Class E use on the ground floor and age-restricted housing above, with a single-storey link to Building B.
 - Building B: 8/9-storey building with a 2-storey podium (with mezzanine) containing a leisure centre and car park over the lower level; mezzanine with restaurant, bistro and ‘later living’ amenities above; and care units and assisted living units on the higher levels. The building would adjoin Buildings C and D

- Buildings C and D: Building C is 8-storeys and Building D 12-storeys fronting Whytecliffe Road South. They would sit above the podium and contain age-restricted housing on the upper floors.
- Proposed leisure centre (c.2590sqm), to replace existing Purley Leisure Centre (c.2420sqm). Would comprise a 6 lane 25m pool and 13m x 7m training pool, 80 station gym, fitness studio, café and children’s soft play area.
- 246 ‘later living’ units (42 care, 66 assisted living and 138 age-restricted).
- Communal facilities, including specialist fitness provision, aqua-fit pool, treatment rooms and studios, and multi-functional event space. Publicly accessible facilities include spa, restaurant and bistro.
- Basement car parking with 44 public car parking spaces and 34 spaces for residents and operational requirements.
- Public route through the site from Whytecliffe Road South to the High Street and public square facing the High Street.

Image 2: Site layout Buildings A-D



6.2 The proposed unit mix is indicative only at this stage (and the figures in this report are indicative accordingly), but the applicant has explained that will likely comprise:

Tenure	Studio	1-Bedroom	2-Bedroom	3-Bedroom	Units	%
Independent Living	37	75	22	4	138	56%
Assisted Living	36	30	0	0	66	27%
Full Time Care	42	0	0	0	42	17%
Totals	115	105	22	4	246	100%

7. MATTERS FOR CONSIDERATION

7.1 This is the first time the concept proposal is being presented to the planning committee. The main matters for consideration for this pre-app are as follows:

- Principle of Development
- Land uses
- Design, Townscape and Heritage
- Quality of Accommodation
- Affordable Housing

7.2 Other matters may also be raised, however at this stage the focus is on the concept, with consideration of detailed matters to follow.

8. PRINCIPLE OF DEVELOPMENT

Site Allocation

8.1 The site is currently in use as a multi storey car park, with a vacant building previously used as a leisure centre.

8.2 Purley Leisure Centre closed in March 2020, during the Covid-19 pandemic and has not re-opened. The borough has 5 other leisure centres, the nearest being 2 miles away in Waddon.

8.3 The site is allocated in the CLP (Croydon Local Plan) 2018 (site 30) for:

“a mixed-use redevelopment incorporating public car park, new leisure facilities, including a swimming pool, and other community facilities, healthcare facility, creative and cultural industries enterprise centre, retail or residential accommodation”.

8.4 A mixed-use development including a new leisure centre and some car parking is supported by the site allocation. The site is within the Purley District Centre and some commercial ground floor use is also supported.

9. LAND USE

Leisure Centre, Public Space and Commercial Use

9.1 The proposal includes a new leisure centre, which as noted above is compliant with the site allocation. The new leisure centre would be slightly larger than the existing leisure centre so there would be no net loss of leisure facilities. The leisure centre would be part of the wider development but would be an independent unit; officers have questioned whether it could be linked to the commercial unit to allow some flexibility for it to adapt if needs change over time. As the leisure centre is part of a mixed-use development it would be a relatively small proportion of the floorspace, however officers welcome the efforts to position it prominently and centrally within the site, with a public-facing frontage and overlooking the public square.

- 9.2 A commercial use is proposed adjacent to high street. This is supported in principle, however Purley has a high vacancy rate and officers have sought clarification on market demands and how this unit would be designed to add to the viability and vitality of the town centre.
- 9.3 A public square is proposed; this is not a policy requirement but improved public realm is an aspiration of the Purley Strategic Framework. This could be a public benefit, and the applicant has been asked to demonstrate how it could benefit the town centre through its potential uses, and its design. The layout, with active frontages overlooking the square, and a civic setting for the Leisure Centre, is generally supported, with a welcoming through-route complementing the existing public footpath through the site. Although level access is not feasible due to the level changes, step-free access is proposed by locating a lift within the leisure centre lobby (to the upper part of the site), and the existing footpath will be incorporated into the site.

Public Car Parking

- 9.4 Public car parking provision would be reduced from 396 public spaces to 44 public spaces. Policy DM30(d) of the CLP 2018 stipulates that if there is a loss of existing car parking spaces, it must be demonstrated that there is no need for these car parking spaces by reference to occupancy rates at peak time. The London Plan explains that new proposals should not seek to re-provide existing parking levels but reflect the parking requirements of the new development (T6L).
- 9.5 The applicant has undertaken parking occupancy surveys for the four town centre car parks (Purley Multi-Storey/application site, Russell Hill Place, Purley Station and Purley Station East). The application site had a weekday peak occupancy of 37% and weekend of 21%, and combined the four car parks had a peak weekday occupancy of 324 (48%) out of 674 spaces. The proposal would reduce the combined number of car parking spaces to 379, which should still be sufficient to accommodate the peak number of cars. Officers welcome the applicant demonstrating the existing need for car parking, although further analysis and interrogation of the surveys is required. Furthermore, the expected occupancy levels will need to factor in the additional trips resulting from the use of the proposed leisure centre (this can be estimated through trip analysis to other similar facilities).

Integrated Retirement Community

- 9.6 The plans are indicative at this state, and applicant has explained that the proposal would provide approximately 246 units to be used as age-restricted homes (138 units), assisted living (66 units), and nursing and memory care (42) that fall within a mixture of Class C2 (residential nursing and care home) and C3 (dwellinghouses) units.
- 9.7 The C3 housing (age-restricted homes) is supported in principle, in line with CLP Policy SP2.1 and the presumption in favour of new homes.
- 9.8 Croydon has the largest care market in London (and is a net importer of placements into care homes) which puts financial pressure on social care and health provision in the borough. Croydon has by far the largest number of care homes of any London Borough, and the Local Plan supports these only if there is

a need for the particular services provided by the home in supporting with the care of residents of Croydon. CLP Policy DM2 explains that supported living and sheltered accommodation will generally be supported in the borough.

- 9.9 A local needs-based assessment for all the 'later living' accommodation demonstrating a demand for the proposed uses will be required. This should be separate from the existing Strategic Housing Market Assessment and will be considered against Croydon's Market Position Statement.
- 9.10 A standalone care home of this size is unlikely to be supported by the Local Plan, however the proposal is for an integrated retirement community comprising several types of retirement accommodation, allowing people to live independently in age-restricted flats, or with an element of care provided depending on their needs. It would also allow people to move from independent homes to a care facility within their established neighbourhood if needed later in life, allowing people to retain their support networks and reducing loneliness. To meet the site allocation the applicant must demonstrate that the predominant use of the 'later living' development would be led by 'specialist older persons housing' and that the 'care home accommodation' would meet a demonstrable local need.

Unit Mix

- 9.11 CLP policy DM1.1 requires housing developments in this location to provide at least 40% of units with 3-bedrooms or more. Although not all components of the proposal lend themselves to larger units, officers consider that some 3-bedroom homes should be incorporated, in particular within the independent living homes. The applicant's indicative unit mix suggests that there would be four 3-bedroom homes with the majority being studios and 1-bedroom.
- 9.12 Subject to an appropriate balance of the proposed tenures and noting that the Council has a high housing target, the proposal could deliver a large number of homes in a well-connected town centre site, providing opportunities for downsizers to experience town-centre living, increased independence and reduced loneliness. It may also play a role in freeing up existing family housing stock. Furthermore, the new homes partially fund the delivery of the leisure centre and public space.

10. DESIGN, LAYOUT AND HERITAGE

- 10.1 Place specific policy, DM42.1 requires buildings to "Complement the existing predominant building heights of 3 to 8 storeys, with a potential for a new landmark of up to a maximum of 16 storeys", which has already been consented (The Purley Baptist Church). A height of up to a maximum of 8 storeys is therefore policy compliant on this site. The London Plan requires a design-led approach with consideration of design options that respond to a site's context and capacity for growth. London Plan Policy D3 in particular emphasises the need for development to enhance local context by delivering buildings and spaces that positively respond to local distinctiveness. Officers have advised the developer that appropriate building heights will need to be informed by consultation with the local community who understand the local distinctiveness of their area, and that before submission of the planning application they will need to demonstrate how they have listened to and responded to the feedback from local residents, the Place Review Panel, and the feedback and pre-application planning committee stage.

10.2 Most of the pre-app discussions have centred on finding a suitable massing and layout for the site. As such, the articulation of the buildings is still at an early stage.

Massing, design and layout: Design Strategy

10.3 The buildings can be divided into 4 elements (Buildings A-D) and range in height from 4/5-storeys (Building A) to 12-storeys (Building D).

10.4 Notwithstanding the heights of the individual buildings, officers are generally supportive of the current strategy to distribute lower heights towards the High Street side of the site and gradually increase height towards Whytecliffe Road South and Purley Station. Officers are also generally supportive of the layout of the buildings within the site.

Building A

10.5 Building A is 4/5-storeys tall and is sited on the High Street, it would feature a commercial use on the ground floor and circa 24 age-restricted units within the upper floors above. The mass, scale and siting must reflect the roofscape and pattern of development of the High Street. For this building the applicant must further consider how this block stitches into the High Street fabric through the development of its form and architectural approach.

10.6 A less rectangular form could provide a better response to the adjacent public space either by being pivoted at an angle or introducing chamfers to draw people into the site from Brighton Road. The architectural approach for this block has the potential to provide a bold response to the High Street as set out by the PRP.

Building B

10.7 There would be a podium over two floors with a mezzanine level within part of it, which would span from the back of the public square to Whytecliffe Road South. It would contain the leisure centre and car parking over the lower and mezzanine levels, and restaurant, bistro and amenity facilities for the 'later living' component on the upper level. The main access to the leisure centre would be off the public square. Building B would sit above this and combined with the podium would be 8/9-storeys high and would contain the care and assisted living units (circa 100 in total).

10.8 Officers are concerned that the scale of Building B – both in terms of the height and the bulkiness of the massing is problematic as experienced from various contextual views.

10.9 Officers note that this part of the site is centrally located and has the lowest visual impact on the surroundings (compared to buildings A, C and D which face existing roads). It is therefore appropriate to exercise some flexibility and a mansion-block typology may be appropriate to reflect the town centre's character. Officers have suggested the applicant considers breaking up the massing into smaller components to introduce a more human scale and reducing the size of the building if possible. This would provide more opportunity for double aspect across these blocks, as well as increasing daylight/sunlight.

10.10 There are also some concerns that Building B merges with Building D, which currently is neither a continuation of the mansion block typology, nor a standalone landmark building. Separating these buildings (at least visually) would allow for Building D to appear slenderer by giving it breathing space, and also as a landmark that is distinct from the other blocks on the site.

Buildings C and D

10.11 Buildings C and D would front Whytecliffe Road South and sit above the podium. At ground floor they would contain the main entrance to the 'later living' development, the aforementioned bistro and other amenities for the 'later living' development. There would be circa 120 age-restricted units within the upper floors above. Building C would be 8-storeys high, which is similar to the proposed 9-storey development opposite currently under consideration.

10.12 Building D at 12-storeys is not currently policy compliant, as it would be a tall building, exceeding the 8-storeys described in the Local Plan, and would create a very prominent building. Based upon the design development to date, officers are not convinced that this height is appropriate.

10.13 However, were this height to continue being pursued then the architecture would need to be exemplar, and the policy breach and townscape impacts would then need to be weighed against the public benefits of the proposal. There are significant public benefits to the proposal (notably the provision of a new leisure centre, public route through the site, a public square, additional housing and removal of existing unattractive buildings), which can help justify a building taller than the upper policy limit of 8-storeys, but this would require exemplar design.

10.14 Officers have concerns the Whytecliffe Road South elevation across Buildings C and D will appear as a monolithic wall. The architectural approach to both these buildings must seek to address this. A less rectangular footprint could help to distinguish Building D from the others and create a more slender appearance.

10.15 Reference should be made to the development proposal opposite on Whytecliffe Road South, in particular the significant articulation and modelling to the elevations, to ensure that the development reflects both the existing and emerging character.

10.16 Officers note that these buildings are currently still at "concept" stage and that the architectural team will be designing the look and feel of the buildings following public consultation, and feedback from the Planning Committee.

Heritage

10.17 The site does not lie within a Conservation Area and the nearest is The Webb Estate and Upper Woodcote Village Conservation Area (approximately 500m to the west). The Grade II listed Purley United Reform Church is located approximately 75m to the north of the site (on the opposite side of Brighton Road).

10.18 Any harm to the setting of these designated heritage assets would be classed by the NPPF as "less-than-substantial harm" and would need to be weighed against the public benefits of the proposal.

10.19 In terms of non-designated heritage assets, the adjacent and opposite buildings on High Street fall within a Local Heritage Area, with a number of locally listed buildings (inc. nos. 1-13 High Street and Purley Station) in the vicinity. The proposal should be designed to avoid harm to the setting of these buildings, and if negatively affected a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Public Realm and Ground Floor Strategy

10.20 The proposals have a public route through the site and an area of public realm within the middle. Officers are broadly supportive of the siting of the buildings, public route through the site and the public square.

10.21 The public route is direct, has limited blind corners and affords a clear sightline from Whytecliffe Road South to the proposed square. That said, the pedestrian experience walking alongside the podium needs further refinement to ensure there is sufficient activity at ground floor level, overlooking from upper floors and that it is not experienced as a continuous linear wall.

10.22 Building A should be set back from the street, to improve the visibility of the square as you approach from the north. Officers are encouraging the applicant to continue to explore ways of making the square as legible as possible.

10.23 The public square will be the gateway to the leisure centre creating a befitting setting for this facility. It has the potential to become the focal point of the town centre and used for a range of activities. Officers are generally supportive of its size, it neither being too large that it becomes vacuous or too small that it is impractical. The applicant has demonstrated that it can accommodate a small market and events. They have also explored the potential of pulling the square into the High Street to create an expanded public realm. However, a larger square would be preferred as it would allow for a more flexible mix of uses.

10.24 Two servicing routes are proposed side-by-side on Whytecliffe Road South, one to serve the basement car park and the other the secondary servicing entrance at the rear of the site. Officers have raised concern that having two servicing routes next to each other would not be a pleasant pedestrian experience or safe for highways users. There would be a small servicing courtyard behind Block B. Officers have raised some concerns that there is no ground level private amenity space for the retirement village, and have suggested that this space could be used as a garden, with access and servicing provided in different ways across the site.

11. QUALITY OF ACCOMMODATION

11.1 The current proposal is to provide circa 246 'later living' units. The main entrance to these would be off Whytecliffe Road South with a secondary entrance at the rear of Buildings B and C. The age-restricted units would be served by two cores (four lifts), and the assisted living and care units by two cores (three lifts).

11.2 Officers and the PRP have challenged the applicant to maximise dual aspect homes. At present very few of the units are dual aspect, with some just having an enhanced aspect through the use of recessed balconies. There are concerns with overheating to some units and a lack of sunlight to others. Some of the rear units would also experience poor outlook back onto the development, with there also

some potential for mutual overlooking.. As yet no information on internal daylight levels has been provided.

- 11.3 The applicants have submitted typical floor plans for each of the tenure types to demonstrate how they would meet the needs of the intended occupants. The age restricted units are predominantly one-bedroom, with a typical unit 5sq.m above the minimum standard at 55sq.m, which affords a small additional separate space for activities. They would have a private balcony and also access to a range of amenity spaces. The assisted living units are studios, with a typical unit 5sq.m above the minimum standard at 42sq.m. They would have a private balcony and also access to a range of amenity spaces. The care suites would be 28sq.m in size and be fitted with integrated equipment and technology. The applicant has also provided details of features that would assist in 'later living'. Minimum floor areas (London Plan and National Standards) must be achieved, and private amenity space must meet the minimum required size relevant to the unit.
- 11.4 The proposed amenity spaces include a residents lounge on the ground floor, and communal roof terraces at upper levels. In addition, the ground floor would contain a publicly accessible bistro, restaurant and spa. The care suites and assisted living units would also have access to dining and lounge areas on each floor.
- 11.5 Officers and the PRP have pushed the applicants to provide a private amenity space at ground floor level for the occupants, in addition to the communal terraces. This would afford the occupants a calmer and more secluded outdoor space in comparison to the terraces. Presently the only area with the potential to accommodate such a space is at the rear of the site (behind Buildings B and C), which is currently identified as a service area. In discussions the applicant has suggested this could be used as a combined servicing/access/amenity area. However, Officers do not think this would create a satisfactory private amenity environment when the purposes of the space would be for quiet and clam.

12. IMPACT ON ADJOINING OCCUPIERS LIVING CONDITIONS

- 12.1 As yet no information on daylight/sunlight and overshadowing levels has been provided, although officers understand that the applicants are now undertaking this analysis.
- 12.2 Officers would expect a minimum separation of 18-21m between directly facing habitable room windows on main rear elevations to be achieved. This can be less for an across-street relationship.
- 12.3 As the mass and layouts are yet to be fixed the relationships with neighbour properties have yet to be fully established. However, from the information provided Officers note that Woburn Avenue and the flats within the development at nos. 53-59 Whytecliffe Road South are likely to be most sensitive to the proposals. There are also houses on Woburn Avenue which are currently overshadowed by the existing car park, and the applicant will be required to minimise any additional harm to those homes.

13. AFFORDABLE HOUSING

- 13.1 London Plan Policy H13 requires specialist older persons housing to deliver affordable housing in accordance with policies H4 and H5. London Plan policy H5

specifies that developments on public sector land are expected to provide at least 50 per cent affordable housing to follow the Fast Track Route.

13.2 CLP 2018 policy SP2.5 requires a minimum of 15% of the proposed units to be affordable housing.

13.3 The applicants have submitted a financial viability assessment brief that suggests that the scheme is not viable to deliver any affordable housing. A high-level independent review of this document has been undertaken by Carter Jonas who have explained that:

“In summary, at this stage we wouldn’t necessarily agree with the conclusions of the Briefing Note that the scheme cannot deliver any affordable housing.

This is primarily due to our view that the Benchmark Land Value appears to be significantly over-stated.

A review of the full FVA in due course will determine whether the scheme can deliver any affordable housing.”

13.4 It is noted that part of the proposal includes delivery of a leisure centre, and depending on the details of the proposal, the construction of a new leisure centre and letting to the Council at a peppercorn rent would weigh significantly against the viability of delivering affordable housing but may comprise a significant public benefit.

13.5 Officers will seek to secure the maximum level of affordable housing deliverable on the scheme. In all likelihood the scheme will need to be viability tested (on the basis it will not meet 50% on-site to be eligible for fast-track). Whilst a retirement village may not always be suited to first time buyers, the applicant will be asked to explore affordable housing options which are suited to the type of housing proposed (for example, older people’s shared ownership, discount market sale, and discount market rent). At present the offer of zero affordable housing would weigh against the proposal.

14. OTHER MATTERS

14.1 The applicant is aware of the requirements in relation to carbon reductions, sustainability, microclimate, urban greening, biodiversity, air quality, contamination, SuDS, flood risk, fire safety, employment opportunities, public art (the earlier that this is considered the more holistically it can be integrated with the architectural and landscape designs), health impact and secure by design.

14.2 The roads around the site fall within Purley controlled parking zone and the site currently provides a multi-storey public car park (the reduction of car parking spaces to which is discussed earlier).

14.3 The site is situated in an area with a very good public transport accessibility level of 5 and is within a very short walk of Purley Train Station.

14.4 Given the sites highly accessible location the scheme would be expected to be car free, with the exception of blue badge parking within the site in line with London

Plan and Local Plan policy. 35 car parking spaces are proposed for the 'later living' component, of which 11 bays would be for operational needs and 24 blue badge spaces (12% of the combined age restricted and assisted living units - 10% if care units are also included). This slight over provision, plus the amount required for operational needs will need to be justified. The applicants have been encouraged to explore providing a car club space.

14.5 The applicants have confirmed that Cycle parking will be provided in accordance with the London Plan, with the London Cycle Design Standards adhered to as far as practical. The leisure centre would require 23 short-stay spaces, which should be integrated into the built form.

14.6 Four access points for servicing the development are presently proposed. The existing access route from High Street would connect to the lower-level loading bay to service the bin store for Buildings B-D. There would also be servicing to the bin store for Building A from Woburn Avenue. There would be two access point on Whytecliffe Road South, one to the basement level car park and another to reach the rear service area and secondary entrance.

14.7 These matters will be given detailed consideration as the scheme evolves.

15. MITIGATION AND PLANNING OBLIGATIONS

15.1 At this stage it is envisaged that planning obligations will be required to mitigate the impacts. Discussions are forthcoming in relation to the Heads of Terms, but it is anticipated that these would include the following (this is not an exhaustive list):

- Affordable Housing (on-site)
- Affordable housing review mechanisms (early and late stage)
- Employment and training contributions and obligations (construction/operational)
- Air Quality contribution
- Zero carbon offset (if required)
- Sustainable transport contributions (to include cycling enhancements)
- Car parking permit restrictions
- Car club provision and membership
- Travel Plan
- Transport for London contributions (if required)
- Public realm delivery and maintenance
- Street tree provision and maintenance (if required)
- Highway works
- Wind mitigation (if required)
- Retention of scheme architects (if required)
- Relevant monitoring fees

16. SPECIFIC FEEDBACK REQUESTED

16.1 In view of the above, and given that the proposal is at concept stage, it is suggested Members focus on the following issues:

Land Use

1. Is the proposed balance of uses (parking, commercial, leisure centre, housing, care home, and open space) appropriate?
2. Is the proposed accommodation of suitable size, type and quality?

Design

3. Are the distribution of buildings and massing across the site acceptable, and is the principle of a tall building (up to 12 storeys) appropriate and justified given the scheme's benefits?
4. Is the quality of the public realm suitable for this location?

Affordable Housing

5. To what extent would the lack of affordable housing provision be justified by the benefits of the proposal?

APPENDIX A: PLACE REVIEW PANEL FEEDBACK

An earlier iteration of the scheme was presented to the Council's Place Review Panel on 18th May 2023. The scheme is expected to be taken back for a second PRP or Design Review Panel (DRP) review before the planning application is submitted.

General Comments

- The combination of a new leisure centre with housing is a great concept. Positive about including the three different types of living and care.
- Applicant should strive for an affordable element to be included in the scheme.
- The scheme needs to create joy and a reason for people to want to move there, which is not currently apparent.
- Should think about how technology will be integrated, and to consider flexibility to enable people to live there for as long as possible.
- 38 parking spaces for 'later living' seems small, as research indicates older people tend to hold onto their cars.
- Consider what the local needs are and how the scheme can benefit local people, making it more of a local asset.

Landscape, Amenity, and Public Realm

- Need to consider how the scheme benefits and serves the High Street, and how the commercial unit will contribute.
- The route through the site and square meet the functional requirements that address public spaces, but lacks an idea of the atmosphere, the role in the town centre, and a sense of what it feels like through an easily understandable concept.
- The quality of landscape design will be very important and should lead the development of the scheme a bit more. The opportunities that the 6.2m level change across the site affords should be maximised.
- Should consider setting back buildings and widening pavements to allow greater opportunities for street tree planting.
- Public realm needs to be more than a transition space. Layout needs a clear distinction of who 'owns' and occupies the various parts of the public realm.
- Consider all edges and facades as important since the whole public realm is public facing. Important for the ground floor to be treated well.
- Private areas should be provided, including at ground floor, even if these are largely in shade.
- Rooftop amenity needs careful design – People can be sensitive to wind and direct sunlight.

Massing and Design

- Concern the tallest block could create a dark and tight public realm. Encourage a more generous pavement here.
- Mixed views about the overall proposed heights, with one member raising concerns that 8 storeys would be relatively tall for the area and that anything over this may not be acceptable, and another stating that up to 14 storeys may be acceptable as a point-block with exceptional design quality.
- General agreement that there needs to be a strong good case even for 8-storeys. Anything above 8-storeys needs to be exceptional in design quality to justify itself, and any taller buildings require a higher architectural quality threshold.

- As yet, the presented architectural proposals are not sufficiently developed.
- Concerns were raised regarding the bulkiness of the buildings. At present, the development gives a sense of a mega-structure i.e., one big, joined structure with the same very wide depth. Suggested exploring how the design can be pushed and pulled to achieve architectural articulation.
- Internal spaces need good daylight, which may be difficult given the depth of the buildings. Concerned with lack of daylight/sunlight to nursing environment and noted this could potentially be addressed through having two aspects.
- Presently the architectural design does not know what it is, whether it is part of the street or part of a new scheme. The design needs to relate to, but not mimic the context.
- The entrance towards the public space and the leisure centre from High Street is not visible, and whilst organisationally in the right place, it must be clear and legible (if not necessarily completely visible). The entrance needs to better announce itself, as the swimming pool is a major public asset. Suggested having special landscaping and/or decreasing the depth of the public space and kinking back the façade of Building A to invite you around the corner.
- The roof form along High Street should take a simpler approach that is bold and detailed really well.

Uses

- Applicant is encouraged to think about the types of commercial uses without speculating about the lifestyle that people want. For example, rather than a bistro, flexibility is encouraged and there could be a bookshop or vegetable shop.
- Questioned what would happen if the offer to older people is not commercially successful and what the scheme might then become.

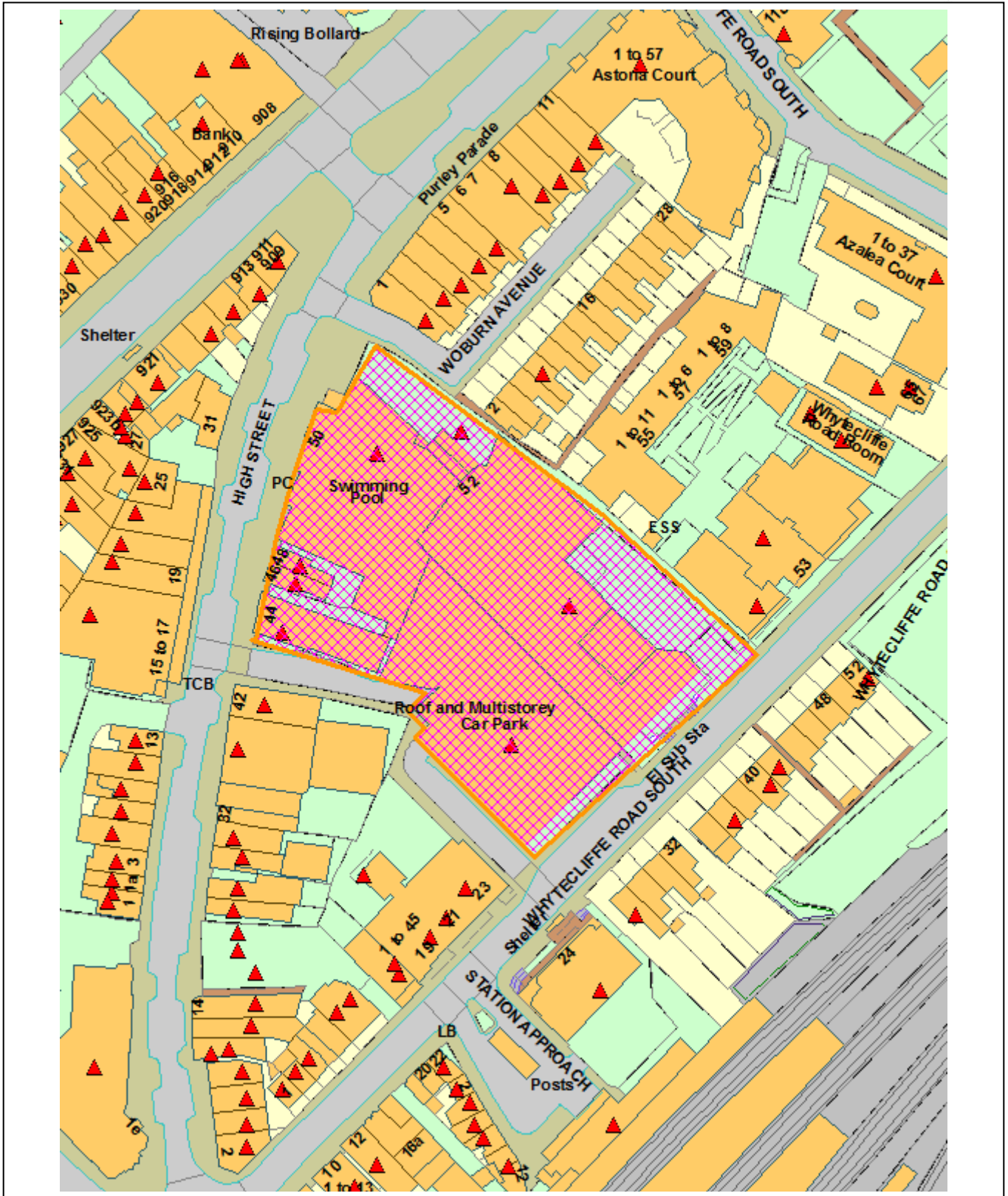
Summary

The Panel are supportive of much of the scheme's strategy, including the mix of uses; however, there were concerns regarding the massing and design and the lack of a strong landscape story and contribution to High Street. In summary, the Panel strongly recommends the Applicant to:

- Consider the whole façade as important;
- Ensure the architectural approach is high quality to justify greater massing and height, and create an attractive place of joy with sufficient daylight and direct sunlight;
- Consider breaking up the mass to avoid the megastructure nature of the current development;
- Confirm through a high-level viability study that the refurbishment of the existing leisure centre is not possible;
- Refine the landscape strategy to create a strong story that also contributes to the public realm in the surrounding streets and in particular the high street;
- Consider an affordable element of accommodation;
- And further understand the local needs in terms of what the commercial units may be and the amount of parking spaces.

Overall the panel felt that the proposal offers an opportunity for an exciting, regenerative mixed use scheme which provides a blueprint for older peoples accommodation in a sustainable setting, whilst regenerating the town centre and offering new facilities for local people. The panel considered that this would only be successful if well-executed, and the size of the scheme brings risks in terms of design quality. The Panel expressed a desire to see the revised scheme following public consultation, and feedback from the planning committee.

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PLANNING COMMITTEE AGENDA

PART 8: Other Planning Matters

1 INTRODUCTION

- 1.1 In this part of the agenda are reports on planning matters, other than planning applications for determination by the Committee and development presentations.
- 1.2 Although the reports are set out in a particular order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a particular application, you need to be at the meeting from the beginning.
- 1.3 The following information and advice applies to all those reports.

2 FURTHER INFORMATION

- 2.1 Members are informed that any relevant material received since the publication of this part of the agenda, concerning items on it, will be reported to the Committee in an Addendum Update Report.

3 PUBLIC SPEAKING

- 3.1 The Council's constitution only provides for public speaking rights for those applications being reported to Committee in the "Planning Applications for Decision" part of the agenda. Therefore reports on this part of the agenda do not attract public speaking rights.

4 BACKGROUND DOCUMENTS

- 4.1 For further information about the background papers used in the drafting of the reports in part 7 contact Mr P Mills (020 8760 5419).

5 RECOMMENDATION

- 5.1 The Committee to take any decisions recommended in the attached reports.

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