TECHNICAL APPENDIX
FURTHER EVIDENCE AND JUSTIFICATION

Croydon Town Centre
Opportunity Area Planning Framework (OAPF)
Adopted 2013

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1. Development capacity component

Policy

PPS 3 states "Local Planning Authorities should set out in Local Development Documents (LDD) their policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable continuous delivery of housing for 15 years from the date of adoption, taking into account the level of housing provision set out in [the London Plan]"2 (see paragraph 5 below). It says Local Planning Authorities "should consider the extent to which emerging LDDs… can have regard to the policies in this statement whilst maintaining plan making programmes"3.
London Plan

Policy 2.7 Outer London Economy talks about identifying and bringing forward capacity in and around town centres with good public transport accessibility to accommodate leisure, retail and civic needs and higher density housing, Policy 2.13 Opportunity Areas and Intensification Areas requires OA's such as the CMC to contribute towards meeting (or where appropriate, exceeding) the minimum guidelines for housing and/or indicative estimates for employment capacity set out as tested through opportunity area planning frameworks.

Policy 2.16 on Strategic Outer London Development Centres also identifies Croydon as a strategic office location, with a strong existing market and the capacity to expand this offer.

Table 3.1 identifies a housing requirement of 13,300 new homes across Croydon by 2021. Policy 3.3 Increase Housing Supply requires borough to enable development capacity to be brought forward through measure such as intensification; town centre renewal; mixed use redevelopment of surplus commercial capacity which are all relevant to the Croydon context.

Core Strategy policy CS2.2 b) identifies the Croydon Opportunity Area as having a housing capacity of at least 7,300 new homes. Core Strategy policy CS3.13 also identifies the COA has having capacity accommodate 95,000 of new office space.

Local Context

<u>Introduction to capacity modelling</u>

The capacity modelling process has been used to assess what quantum of future development could feasibly be accommodated within the boundary of the COA. The capacity model is based on an assessment of 164 opportunity sites across the COA. The assessment includes a review of each sites potential for redevelopment during the 20 year life of the plan, and what from future development on these sites might take.

The detailed capacity model identifies an overall residential and commercial capacity for the COA. These figures are reflected in Croydon Council's submission stage Core Strategy and the Mayor's OAPF, which identify a target housing figure of 7,300 new homes and 95,000 sqm. of net additional commercial space.

To arrive at these capacity figures the capacity model includes; the identification of opportunity sites across the COA, assignment of a probability of development to each opportunity site; and depending on its location and context in the COA an appropriate building typology is applied.

The capacity model does include some assumptions as to the probability of development, as well as proposing appropriate land uses for sites. Consequently, the various proposals in the capacity model are indicative, and when individual planning applications come forward there is scope for variation on a site by site basis. These variations would need to be assessed through each planning application. The purpose of the capacity model is to help inform the Mayor and Croydon Council on how much, what type, and where, new residential units and commercial space could be located within the COA. This process allows a more detailed understanding of future capacity, which in turn allows a clearer understanding as to the need for social and physical infrastructure.

Delivery & Implementation

Opportunity sites

The capacity model includes an assessment of sites within the COA. A total of 164 opportunity sites were identified across the COA. These sites fall into two opportunity categories; those sites above 0.025 hectares in size, and those sites below 0.025 hectares. The breakdown is;

- 121 opportunity sites above the 0.025 ha threshold, totalling 59 ha
- 43 opportunity sites below the 0.025 ha threshold

Sites marked as below 0.025 ha threshold, as well as those sites not identified in the detailed capacity model, are not restricted from future redevelopment. Any planning application submitted for these sites would need to be considered against all relevant planning policy and determined accordingly.

The capacity model includes a detailed review of the 121 opportunity sites above 0.025 ha in size. These sites have a range of ownerships, conditions, constraints and existing uses and for these various reasons the likelihood of redevelopment varies from site to site. Based on a site assessment a 'probability of development' from good to poor has been applied to each site.

Fig 1: Six character areas and the COA opportunity sites

Probability of development

The level of probability includes; good, possible, recently completed, sites used as surface level parking, limited and poor. The criteria used to determine if a site is identified as having a good or a possible probability of development is based on the criteria included in PPS 3. Good sites are sites that have a good chance of development during the first 10 years (i.e. years 0 to 5 and 6 to 10) and possible sites are sites that a possible chance of development during the second 10 years (i.e. years 11 to 20).

- Good sites

These sites have a reasonable likelihood of development (redevelopment or conversion) over the next 10 years. There are a total of 45 opportunity sites that fall into this 'good' category. The sites are spread across all six character areas and have a total site area of 20.35 ha and have the potential to deliver approximately 5,063 new homes. The general characteristics of those sites classed as 'good' include:

- Vacant sites
- Direct and unconstrained road access
- Regular shaped site
- Does not currently contain heritage listed building
- Not within a conservation area
- Level site
- Existing use not a religious institution; critical utility infrastructure,
- Education
- No existing good quality building on site
- No flood risk

- Possible sites

Theses sites are less likely to be redeveloped in the immediate future; however, they could be redeveloped during the 20 year life of the plan. There are a total of 40 opportunity sites in this 'possible' category, with a total size of 25.78 ha and the possibility of delivering approximately 2531 homes. The general characteristics of sites classed as 'possible' include:

- Existing use not a religious institution; critical utility infrastructure,
- Education
- No existing good quality building on site
- Achieves a number of the other criteria listed under the 'good' category

- Recently completed buildings

Those development sites in the COA that have recently been built, or that are currently under construction. These sites will contribute towards the overall housing and commercial floorspace figure in the COA, however, these figures have not been included in the overall housing target of 7,300 new homes.

- Sites used as public surface car parking

There are a total of 12 public surface level car parking sites across the COA. These sites have been omitted from the good and possible category. However, in the future and depending on the adoption of a robust car parking strategy some of these car parking sites that are very underused and clearly surplus to requirements could be redeveloped for alternative uses. The 12 sites provide 3.87 ha of land with the possibility of delivering approximately 710 new homes.

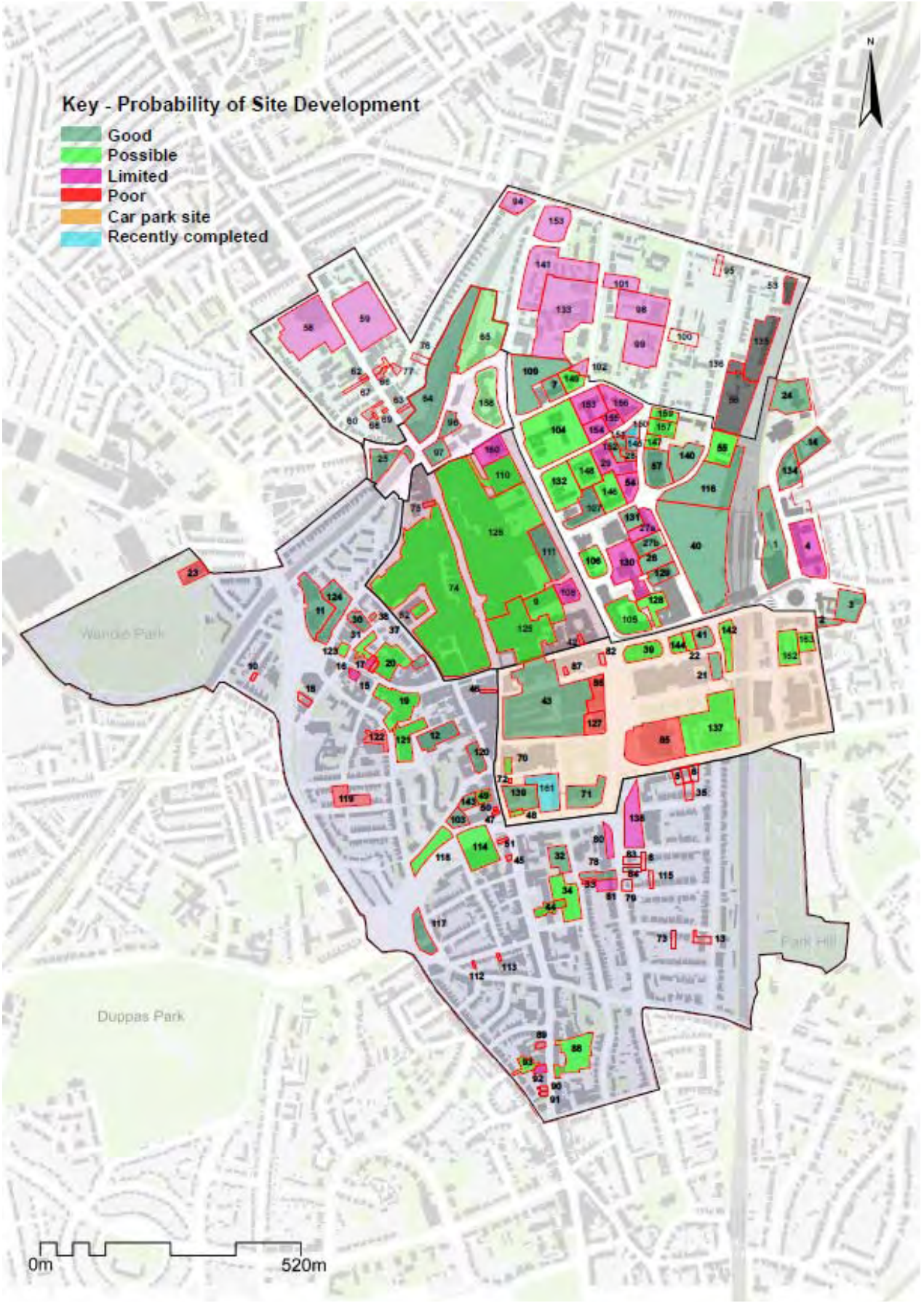
- Limited sites

It is unlikely that these sites in the limited category would be redeveloped during the life of the plan. It would take a significant intervention to unlock the development potential of these sites i.e. land swap, CPO, significant physical rehabilitation. However, it is not unconceivable that such funding would be available at some point in the future. There are a total of 17 sites with a limited probability of development. At this stage none of these sites have been included in the overall housing target of 7,300 new homes.

- Poor probability

It is very unlikely that these sites would be redeveloped during the life of this plan. These sites experience significant physical and/or statutory constraints to development such as being designated as MOL or Greenbelt or require a change of use from important social infrastructure such as schools, Medical facilities or religious functions. There are a total of 5 sites in this category.

Fig 2: Application of probability to each opportunity site



Building typologies

The capacity model identifies a total of 85 sites (total of 46 ha) in the COA that have a 'good' or 'possible' chance of development over the 20 year course of the OAPF. The capacity model applies an appropriate building typology to each of these sites to determine the overall capacity of the COA.

A total of seven typologies were prepared to inform the development capacity model. This includes;

- five residential-led typologies
- two commercial-led typologies

Seven building typologies have a broadly defined built form with a set range of building heights and residential density. These seven typologies have been applied to the 83 'good' and 'possible' opportunity sites across the town centre. The seven typologies include;

- Small-scale, infill buildings
- Mid-rise, residential led buildings
- Adjacent infrastructure buildings
- Tall, residential led buildings
- Shopping centre sites with a mix of residential
- Mixed-commercial (office/hotel) and residential buildings
- Commercial (office/hotel) led buildings

This approach gives overall residential and commercial capacity figures for the whole of the town centre, which are broken down by the six character areas. The following section provides further detail on this breakdown.

The five residential typologies were prepared in conjunction with McCreanor and Lavington Architects in 2009. These typologies provide broad details on building heights, density, amenity space requirements, predicted number of residents, and general building form

The two commercial typologies are more general. The typologies are based on averages of commercial buildings either existing or under construction in the COA.

Section 10 of the technical appendix provides full detail on the parameters for each building typology.

Six town centre character areas

The previous section applies a probability of development to each site. This section helps determine the local character and context of each site. Depending on its local character an appropriate building typology is applied to the site, which helps determine the land use, density, building height etc...

The COA is broken into six character areas. Each has a varying character, land use make up, focus and future objective. Section B on Local Character provides further detail on these local areas. The six areas are;

- New Town
- Retail Core
- Civic and Cultural
- West Croydon
- Southern Fringe
- Northern Fringe

This section applies the above opportunity sites, probability of development and building typologies to sites across each of these six character areas.

Fig 3: Six COA character areas

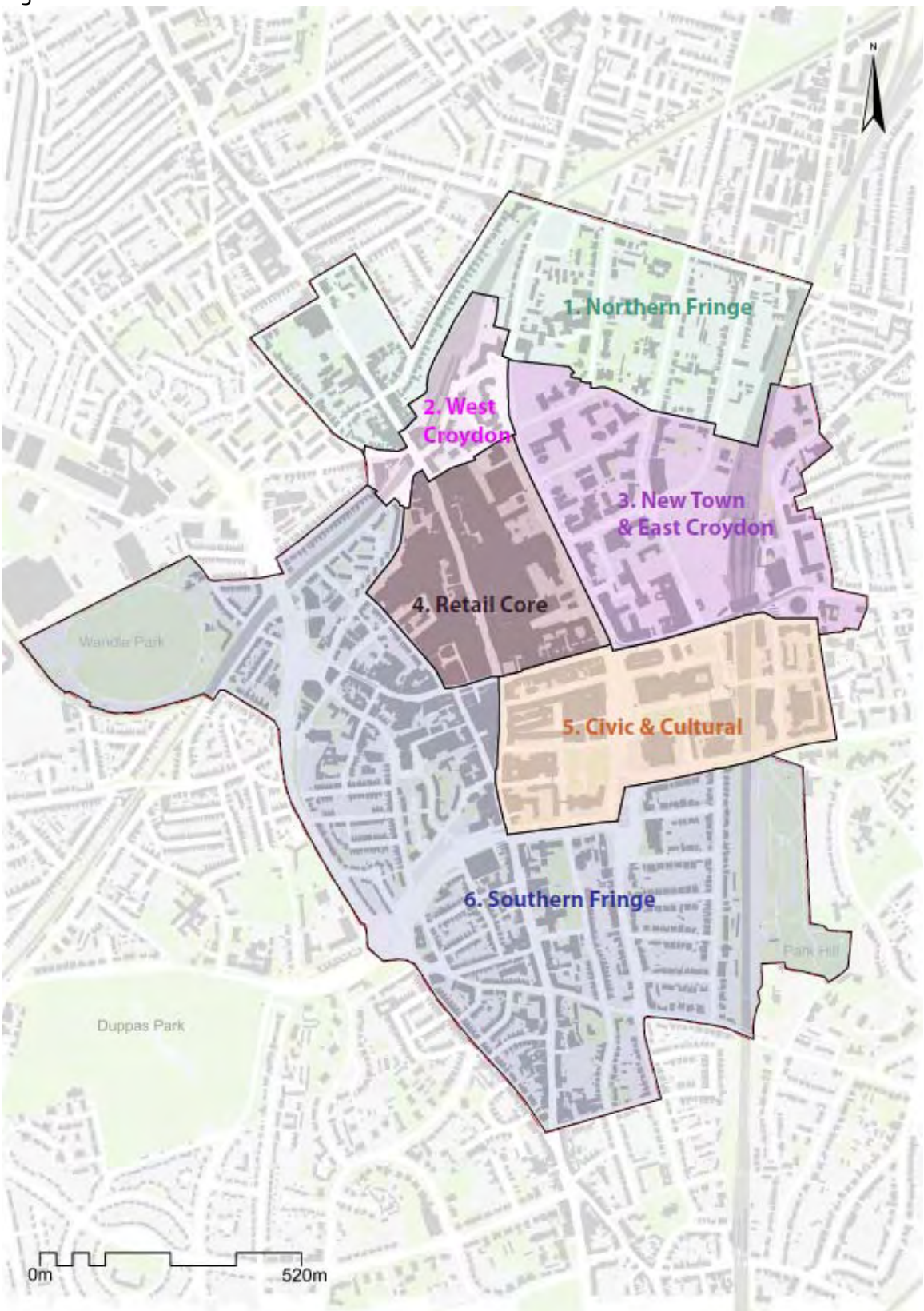


Fig 4: Capacity of each of the six character areas

Southern Fringe

Future land use direction	Primary focus will be on residential with some small scale retail and community
PTAL range	1 (Wandle Park) - 5 (High Road)
Future building heights	3 to 12-storeys
No. of opportunity sites	57
Good and Possible sites	14
Residential capacity	471
Affordable housing	47
Three bed housing	221
Existing commercial space	72000
Future commercial space	-50000
Future retail approach	small scale retail

Northern Fringe

Future land use direction	Primary focus will be on residential with some small scale retail and community
PTAL range	5 to 6
Future building heights	3 to 12-storeys
No. of opportunity sites	25
Good and Possible sites	10
Residential capacity	1061
Affordable housing	106
Three bed housing	498
Existing commercial space	0
Future commercial space	0
Future retail approach	small scale retail

Civic and Cultural

Future land use direction	A mix of cultural, educational, residential, with some retail and office where feasible
PTAL range	6
Future building heights	4 to 12 storeys with some tall buildings
No. of opportunity sites	21
Good and Possible sites	17
Residential capacity	1357
Affordable housing	135
Three bed housing	270
Existing commercial space	113000
Future commercial space	-25000
Future retail approach	some retail along existing high streets

New Town and East Croydon

Future land use direction	High density mixed use with a focus on commercial space
PTAL range	6
Future building heights	tall buildings
No. of opportunity sites	43
Good and Possible sites	30
Residential capacity	2810
Affordable housing	281
Three bed housing	app. 281
Existing commercial space	235000
Future commercial space	230000
Future retail approach	small scale retail on high streets and Lansdowne Road

West Croydon

Future land use direction	Primary focus will be on residential with some small scale retail and community
PTAL range	6
Future building heights	3 to 25-storeys
No. of opportunity sites	7
Good and Possible sites	7
Residential capacity	745
Affordable housing	74
Three bed housing	148
Existing commercial space	44000
Future commercial space	-10000
Future retail approach	small scale retail

Retail Core

Future land use direction	Retail led with a mix of other uses including residential and leisure
PTAL range	6
Future building heights	location dependent 4 -storeys to tall
No. of opportunity sites	11
Good and Possible sites	5
Residential capacity	1100
Affordable housing	110
Three bed housing	55
Existing commercial space	65000
Future commercial space	-50000
Future retail approach	a variety of large and small retail

Final capacity figures

Residential

This amount of new housing will have a significant impact on the character and built form of the COA. Much of this change will be facilitated though higher density mixed used development. The COA is broken into six character areas. Each has a varying existing character, land use make up and focus for change over the plan period to 2031. The following table shows the broad breakdown of sites by character area.

Fig 5: Residential capacity figures by area

Six character areas	Good	Possible	Car parks	Limited	Total
New Town & E. Croydon	2226	584	74	385	3269
Civic and Cultural	1105	252	0	0	1357
West Croydon	595	150	0	0	745
North End	290	860	303	85	1538
Southern Fringe & Old Town	291	180	330	128	929
Northern Fringe	556	505	0	30	1091
Total	**5063**	**2531**	**707**	**628**	***8929***
Good and Possible sites total:	**7594**				

Building Form and the OAPF Technical Appendix provides further detail on the seven indicative building types included within the capacity model as well as the criteria used in determining the probability of sites in coming forward (i.e. good, possible, limited etc). The table below provides a phased breakdown for housing delivery over the 20 year life of the plan. The table has been prepared in line with PPS 3 on housing.

Fig 6: Residential phasing over 20 years

The Six Character areas	Years 0 to 5	Years 6 to 10	Years 11 to 20
	Residential	Residential	Residential
New Town & East Croydon	819	900	1000
Southern and Old Town Area	100	150	168
Retail Core	0	400	700
Fairfield and Mid Croydon	100	600	557
West Croydon	0	445	300
Northern Area	0	400	661
Total	1019	2895	3386

Commercial space

The table below provides a breakdown of this capacity across the six character areas over 20 years.

Fig 7: Commercial space phasing over 20 years

Six Character Areas	Years 0 to 5 Net office figures	Years 6 to 10 Net office uplift	Years 11 to 20 Net office uplift
New Town & East Croydon	0	+190,000	+40,000
Southern Fringe & Old Town	-20,000	-30,000	0
Retail Core	-20,000	-30,000	0
Mid Croydon and Fairfield	-10,000	-15,000	0
West Croydon	-5,000	-5,000	0
Northern Fringe	0	0	0
Total	-55,000	+110,000	+40,000

The OAPF capacity model shows that there is significant capacity in the COA to accommodate new commercial space to the amount of 446,393 sqm. However, the Core Strategy and the OAPF propose an alternative land use approach to promoting new commercial development in the COA. The proposed land use approach is about;

- consolidating commercial space around New Town and East Croydon
- using existing space more efficiently
- converting underused and vacant commercial space to other uses
- promoting the development of only 95,000 sqm. net additional space

Retail

Retail is the second biggest land use in the COA. The COA is south London's largest retail destination and attracts people from across London and the south-east. In 2008 Croydon was ranked 20th retail destination in the UK in the Management Horizons Retail Index. The COA has 218,547 sqm. of retail floorspace (Experian GOAD, 2011) and in 2010 the area had a retail turnover of £770 million (Drivers Jonas, 2010).

Comparison goods shopping is focussed in the Retail Core character area. While on the high streets the majority of uses are independent retailing, banks and building societies, restaurants, take-aways, bars and community space.

Over the last five years there has been an increase in retail vacancy rates. In the Retail core there is a vacancy rate of approximately 18% (Experian GOAD 2011) and on the high streets this vacancy rate varies from 16% to 21% (Croydon Council 2012). Much of the existing retail is tired and does not meet the needs of modern occupiers and shoppers.

The Retail core includes North End, the Centrale and Whitgift shopping centres. The Retail core faces onto Wellesley Road, George Street, Poplar Walk, Tamworth Road and Frith Road. It includes the Central Croydon Conservation Area and a series of heritage buildings. The Retail Core is the COA's primary comparison retail location.

Today much of the retail offer in the Retail core is tired and does not live up to its potential. It offers neither occupiers nor shoppers the type of quality retail experience or accommodation that is required or expected. These shortcomings need to be addressed.

The OAPF promotes the regeneration and reinvigoration of the Retail core in line with the COA's status as a London Plan Metropolitan Centre. The Retail core should be a central factor in identifying the COA as a retail destination for south London and the wider south-east of England.

The Council and the Mayor recognise that regenerating the Retail core would require significant change across a large part of the Retail core, and there is a strong preference for this to be done in a holistic and comprehensive way. It is envisioned that significant change would require a mixture of demolition and redevelopment, renewal and refurbishment. Achieving significant comprehensive change in the Retail core is strongly supported and preferred by both the Mayor and Croydon Council.

Any significant change should be focussed on delivering a substantially improved qualitative retail offer. Attracting a new full range quality department store to sit within a joined up, comprehensive and complementary retail circuit would strongly support this objective. An improved qualitative offer is likely to require the provision of some larger retail units and potentially may require additional retail floorspace beyond the existing levels. The level of floorspace would be agreed through detailed planning application(s) and it should be demonstrated that the level of floorspace would not impact adversely on the holistic retail offer for the COA.

Surface level car parking

There are 12 car parking sites (total of 3.9 ha) which if developed for alternative uses, would have the potential to accommodate approximately 717 new homes and 46,000 sqm. of commercial space (based on the application of the building typologies set out above). These sites have not been included in the development capacity model, as the need for car parking spaces in the metropolitan centre needs to be considered in greater detail and will be considered by a separate Parking Strategy.

Student housing

Dedicated student housing does not constitute the provision of new housing in a land use planning sense and so it does not trigger an affordable housing requirement. Nonetheless student housing does provide recognised and specialised accommodation. The COA presents a significant opportunity for new high density student accommodation. Currently there is no dedicated student housing provision in the COA. Albeit there is an existing planning permission for dedicated student accommodation immediately adjacent Croydon College.

The COA already has exceptional public transport links to central London and is only 20 minutes from a number of existing central London universities. The presence of the BRIT school and Croydon College which in September 2012 will be offering degree courses from Sussex University, with Master Degrees being offered by 2015, help to generate increased demand for student accommodation in the COA. The principle of new student housing would be supported, subject to meeting other relevant policy requirements.

Fig 8: Detail capacity modelling by character area

COA capacity modelling by opportunity site and character area

Sites Small	Sites Large	Opp. Site no:	Site size (ha)	Character area	Probability of development	Development Typology	Inner / Outer areas Resi density u/ha Inner 12% 3 bed Outer 40% 3 bed	Development split % (estimate for the purpose of this capacity model only)	Proposed Resi. units	Proposed Commerical sqm.
1. New Town										
	1	**1**	0.831	New Town	Good - 6 to 10					
	2	**14**	0.296	New Town	Good - 6 to 10					
	3	**40**	2.410	New Town	Good - 6 to 10					
	4	**116**	1.106	New Town	Good - 6 to 10					
	5	**140**	0.453	New Town	Good - 6 to 10					
	6	**134**	0.324	New Town	Good - 6 to 10					
						East Crodyon Masterplan area			1100	141300
	7	**24**	0.452	New Town	Good - 6 to 10	Adjacent to infrastructure	Inner - 175 u/ha	100% resi	80	0
	8	**26**	0.270	New Town	Good - 6 to 10	Commercial led (office / hotel)	Inner - 370 u/ha	100% commercial	0	20520
	9	**27b**	0.209	New Town	Good - 6 to 10	Commercial led (office / hotel)	Inner - 370 u/ha	100% commercial	0	15884
	10	**28**	0.122	New Town	Good - 6 to 10	Potential Medium rise site	Inner - 175 u/ha	new Hilton Hotel	0	47742
	11	**29**	0.369	New Town	Limited	Tall mixed use 50/50 - res / com	Inner - 370 u/ha	50 / 50	84	17252
	12	**148**	0.350	New Town	Possible - 11 to 20	Tall mixed use 50/50 - res / com	Inner - 370 u/ha	50 / 50	50	10260
	13	**151**	0.045	New Town	Good - 6 to 10	Tall mixed use 50/50 - res / com	Inner - 175 u/ha	50 / 50	5	1700
	14	**152**	0.045	New Town	Good - 6 to 10	Tall mixed use 50/50 - res / com	Inner - 175 u/ha	50 / 50	5	1700
	15	**3**	0.353	New Town	Good - 6 to 10	Potential Medium rise site	Inner - 175 u/ha	100% resi	61	0
	16	**57**	0.421	New Town	Car park	Potential Medium rise site	Inner - 175 u/ha	100% resi	74	0
	17	**107**	0.243	New Town	Good - 6 to 10	Tall mixed use 50/50 - res / com	Inner - 370 u/ha	50 / 50	125	9234
	18	**109**	0.830	New Town	Good - 1 to 5	Tall resi led building	Inner - 370 u/ha	100% resi	*755*	0
	19	**129**	0.145	New Town	Good - 6 to 10	Commercial led (office / hotel)	Inner - 370 u/ha	100% commercial	0	11020
	20	**131**	0.280	New Town	Good - 6 to 10	Commercial led (office / hotel)	Inner - 370 u/ha	100% commercial	0	21280
	21	**27a**	0.322	New Town	Limited	Commercial led (office / hotel)	Inner - 370 u/ha	100% commercial	0	24472
	22	**4**	0.694	New Town	Limited	Potential Medium rise site	Inner - 175 u/ha	50 / 50	60	26372
	23	**7**	0.179	New Town	Good - 6 to 10	Potential Medium rise site	Inner - 175 u/ha	100% resi	32	0
	24	**149**	0.179	New Town	Possible - 11 to 20	Potential Medium rise site	Inner - 175 u/ha	100% resi	31	0
	25	**54**	0.205	New Town	Limited	Potential Medium rise site	Inner - 175 u/ha	50 / 50	18	7790
	26	**55**	0.274	New Town	Good - 6 to 10	Adjacent to infrastructure	Inner - 175 u/ha	100 / 0	47	0
	27	**104**	1.348	New Town	Possible - 11 to 20	Tall mixed use 50/50 - res / com	Inner - 370 u/ha	50 / 50	250	51224
	28	**105**	0.486	New Town	Possible - 11 to 20	Commercial led (office / hotel)	Inner - 370 u/ha	0 / 100	0	37209
	29	**106**	0.262	New Town	Possible - 11 to 20	Commercial led (office / hotel)	Inner - 370 u/ha	0 / 100	0	19912
	30	**128**	0.236	New Town	Car park	Commercial led (office / hotel)	Inner - 370 u/ha	0 / 100	0	17936
	31	**146**	0.270	New Town	Possible - 11 to 20	Tall mixed use 50/50 - res / com	Inner - 370 u/ha	50 / 50	50	10260
	32	**147**	0.060	New Town	Possible - 11 to 20	Potential Medium rise site	Inner - 175 u/ha	100% resi	11	0
		150	0.045	New Town	Recently built	Potential Medium rise site	Inner - 175 u/ha	built as 80% residential and		855
	33							20% commercial	16	
	34	**130**	0.584	New Town	Limited	Commercial led (office / hotel)	Inner - 370 u/ha	0 / 100	0	44384
	35	**153**	0.350	New Town	Limited	Potential Medium rise site	Inner - 175 u/ha	100% resi	61	0
	36	**154**	0.400	New Town	Limited	Potential Medium rise site	Inner - 175 u/ha	100% resi	70	0
	37	**155**	0.260	New Town	Limited	Potential Medium rise site	Inner - 175 u/ha	100% resi	46	0
	38	**156**	0.260	New Town	Limited	Potential Medium rise site	Inner - 175 u/ha	100% resi	46	0
	39	**157**	0.300	New Town	Possible - 11 to 20	Potential Medium rise site	Inner - 175 u/ha	100% resi	53	0
	40	**159**	0.200	New Town	Possible - 11 to 20	Potential Medium rise site	Inner - 175 u/ha	100% resi	33	
	41	**132**	0.577	New Town	Possible - 11 to 20	Tall mixed use 50/50 - res / com	Inner - 370 u/ha	50 / 50	106	21926
1		**145**	0.000	*New Town*	Recently built	Potential Medium rise site	hostel		80	
2		**2**	0.000	*New Town*	Good	Potential Medium rise site				
2	*41*	*43*	***17.045***					***All Sites***	***3349***	***560232***
								Good + Possible Sites	***2812***	***514366***
								years 1 to 5	*755*	
								years 6 to 10	*1473*	
								years 11 to20	*584*	

COA capacity modelling by opportunity site and character area

Sites							Inner / Outer areas		Proposed	
Small	*Large*	Opp. Site no:	Site size (ha)	Character area	Probability of development	Development Typology	Resi density u/ha	Development split % (estimate for the purpose of this capacity model only)	Resi.	Commerical
							Inner 12% 3 bed Outer 40% 3 bed All sites		*units*	*sqm.*
2. Southern Gateway										
42		**11**	0.548	Southern	**Good - 6 to 10**	Adjacent to infrastructure	Outer - 140 u/ha	10% community	70	
43		**12**	0.369	Southern	**Car park**	Potential Medium rise site	Outer - 110 u/ha	100% resi	40	
		30	0.304	Southern	**Good - 6 to 10**	Historic grain infill	Outer - 65 u/ha	100% resi - extend site to south	20	
44										
45		**31**	0.134	Southern	**Car park**	Historic grain infill	Outer - 65 u/ha	Car park	8	
46		**32**	0.213	Southern	**Good - 6 to 10**	Potential Medium rise site	Outer - 110 u/ha	100% resi	24	
47		**34**	0.411	Southern	**Good - 6 to 10**	Potential Medium rise site	Outer - 110 u/ha	100% resi	45	
48		**38**	0.077	Southern	**Good - 6 to 10**	Historic grain infill	Outer - 65 u/ha	100% resi	5	
49		**80**	0.238	Southern	**Limited**	Adjacent to infrastructure	Outer - 110 u/ha	Road CPO	26	
50		**103**	0.121	Southern	**Good - 6 to 10**	Adjacent to infrastructure	Outer - 175 u/ha	100% resi	19	
51		**114**	0.544	Southern	**Car park**	Adjacent to infrastructure	Outer - 175 u/ha	Car park	95	
52		**88**	0.496	Southern	**Car park**	Potential Medium rise site	Outer - 110 u/ha	Car park	55	
53		**118**	0.640	Southern	**Car park**	Adjacent to infrastructure	Outer - 175 u/ha	Car park	112	
54		**123**	0.050	Southern	**Car park**	Historic grain infill	Outer - 65 u/ha	Car park	5	
55		**124**	0.392	Southern	**Good - 6 to 10**	Adjacent to infrastructure	Outer - 140 u/ha	100% resi / retained building	54	
56		**138**	0.588	Southern	**Limited**	Adjacent to infrastructure	Outer - 110 u/ha	Road CPO	64	
57		**120**	0.153	Southern	**Possible - 11 to 20**	Historic grain infill	Outer - 100 u/ha	100% resi	15	
58		**143**	0.093	Southern	**Car park**	Potential Medium rise site	Outer - 175 u/ha	100% resi	10	
		16	0.025	Southern	**Limited**	Historic grain infill	Outer - 65 u/ha	future is retail - extend site north west	16	
59										
		17	0.025	Southern	**Limited**	Historic grain infill	Outer - 65 u/ha	100% resi with some ground floor retail	16	
60										
61		**19**	0.638	Southern	**Possible - 11 to 20**	Historic grain infill	Outer - 65 u/ha	Resi with retail on main street	50	
62		**20**	0.325	Southern	**Possible - 11 to 20**	Historic grain infill	Outer - 65 u/ha	Resi with retail on main street	22	
63		**44**	0.134	Southern	**Possible - 11 to 20**	Potential Medium rise site	Outer - 175 u/ha	100% resi	25	
64		**49**	0.125	Southern	**Possible - 11 to 20**	Historic grain infill	Outer - 100 u/ha	100% resi	12	
65		**78**	0.134	Southern	**Good - 6 to 10**	Potential Medium rise site	Outer - 110 u/ha	100% resi	15	
66		**81**	0.026	Southern	**Limited**	Historic grain infill	Outer - 110 u/ha	100% resi	3	
67		**92**	0.045	Southern	**Limited**	Historic grain infill	Outer - 65 u/ha	100% resi	3	
68		**93**	0.083	Southern	**Car park**	Historic grain infill	Outer - 65 u/ha	Car park	5	
69		**121**	0.324	Southern	**Possible - 11 to 20**	Potential Medium rise site	Outer - 175 u/ha	100% resi	56	
70		**117**	0.248	Southern	**Good - 6 to 10**	Adjacent to infrastructure	Outer - 140 u/ha	100% resi	37	
71		**119**	0.253	Southern	**Poor**	Historic grain infill	Outer - 65 u/ha		0	
72		**122**	0.141	Southern	**Poor**	Historic grain infill	Outer - 65 u/ha		0	
73		**23**	0.178	Southern	**Poor**	Historic grain infill	Outer - 110 u/ha		0	

COA capacity modelling by opportunity site and character area

Sites							Inner / Outer areas		Proposed	
Small	*Large*	Opp. Site no:	Site size (ha)	Character area	Probability of development	Development Typology	Resi density u/ha	Development split % (estimate for the purpose of this capacity model only)	Resi.	Commerical
							Inner 12% 3 bed **Outer 40% 3 bed** All sites		***units***	***sqm.***
2. Southern Gateway										
3		**115**	0.000	*Southern*	*Sites too small to include data on, These sites are below 0.025 ha in size.*					
4		**112**	0.000	*Southern*						
5		**113**	0.000	*Southern*						
6		**89**	0.000	*Southern*						
7		**90**	0.000	*Southern*						
8		**91**	0.000	*Southern*						
9		**83**	0.000	*Southern*						
10		**84**	0.000	*Southern*						
11		**79**	0.000	*Southern*						
12		**50**	0.000	*Southern*						
13		**51**	0.000	*Southern*						
14		**73**	0.000	*Southern*						
15		**45**	0.000	*Southern*						
16		**46**	0.000	*Southern*						
17		**47**	0.000	*Southern*						
18		**35**	0.000	*Southern*						
19		**37**	0.000	*Southern*						
20		**33**	0.000	*Southern*						
21		**18**	0.000	*Southern*						
22		**13**	0.000	*Southern*						
23		**15**	0.000	*Southern*						
24		**5**	0.000	*Southern*						
25		**6**	0.000	*Southern*						
26		**8**	0.000	*Southern*						
27		**10**	0.000	*Southern*						
25	*32*	*57*	***8.075***					***All Sites***	***927***	***0***
								Good + Possible Sites	***469***	***0***
								years 1 to 5	*0*	
								years 6 to 10	*288*	
								years 11 to 20	*180*	

COA capacity modelling by opportunity site and character area

Sites							Inner / Outer areas		Proposed	
Small	*Large*	Opp. Site no:	Site size (ha)	Character area	Probability of development	Development Typology	Resi density u/ha Inner 12% 3 bed Outer 40% 3 bed	Development split % (estimate for the purpose of this capacity model only)	Resi. *units*	Commerical *sqm.*
3. Retail Centre										
	74	**9**	0.223	Retail	Car park	Tall Building	Inner - 370 u/ha	100% resi	80	
	75	**110**	0.605	Retail	Car park	Tall Building	Inner - 370 u/ha	100% resi	223	
		111	1.570	Retail	Good - 6 to 10	Tall mixed use 50/50 - res / com	Inner - 370 u/ha	50% commercial - 50% residential	290	40000
	76									
	77	**52**	0.102	Retail	Possible - 11 to 20	Potential Medium rise site	Inner - 175 u/ha	100% resi	20	
		74	4.300	Retail	Possible - 11 to 20	Shopping centre	Inner - 260 u/ha	80% retail with 20% residential	300	
	78									
	79	**108**	0.152	Retail	Limited	Tall mixed use 50/50 - res / com	Inner - 370 u/ha		55	
		125	0.917	Retail	Possible - 11 to 20	Shopping centre	Inner - 260 u/ha	80% retail with 20% residential	240	
	80									
		160	0.350	Retail	Limited	Potential Medium rise site	Inner - 175 u/ha	50% commercial - 50% residential	30	15000
	81									
		126	4.700	Retail	Possible - 11 to 20	Shopping centre	Inner - 260 u/ha	80% retail with 20% residential	300	
	82									
28		**42**	0.000	*Civic*	*Sites too small to include data on*					
29		**75**	0.000	*Retail*						
2	*9*	*11*	***12.919***					***All Sites***	***1538***	**55000**
								Good + Possible Sites	***1150***	**40000**
								years 1 to 5	*0*	
								years 6 to 10	*290*	
								years 11 to 20	*860*	

COA capacity modelling by opportunity site and character area

Sites							Inner / Outer areas		Proposed	
Small	*Large*	Opp. Site no:	Site size (ha)	Character area	Probability of development	Development Typology	Resi density u/ha	Development split % (estimate for the purpose of this capacity model only)	Resi.	Commerical
							Inner 12% 3 bed Outer 40% 3 bed		*units*	*sqm.*
4. Civic and Cultural										
	83	**21**	0.274	Civic	Good - 6 to 10	**College Green Masterplan** ***(Work is still underway on preparing this masterplan and so these figures are subject to change)***	Inner - 370 u/ha	100% resi	105	32000
	84	**22**	0.051	Civic	Possible - 11 to 20		Inner - 370 u/ha	100% commercial		
	85	**39**	0.283	Civic	Possible - 11 to 20		Inner - 370 u/ha	100% commercial		
	86	**41**	0.220	Civic	Good - 6 to 10		Inner - 370 u/ha	100% commercial		
	87	**142**	0.210	Civic	Possible - 11 to 20		Inner - 175 u/ha	50% resi - 50% commercial	20	
	88	**144**	0.130	Civic	Possible - 11 to 20		Inner - 370 u/ha	100% commercial		
	89	**137**	0.926	Civic	Possible - 11 to 20		Inner - 175 u/ha	100% resi	175	
	90	**85**	1.000	Civic	Possible - 11 to 20			Fairfield Halls	0	
	91	**43**	2.548	Civic	Good - 6 to 10	**Mid Croydon Masterplan**			1000	15000
	92	**86**	0.210	Civic	Good - 6 to 10					
	93	**70**	0.025	Civic	Possible - 11 to 20					
	94	**139**	0.320	Civic	Good - 6 to 10					
	95	**48**	0.059	Civic	Possible - 11 to 20					
	96	**71**	0.417	Civic	Good - 6 to 10					
	97	**161**	0.380	Civic	Recently built					
	98	**127**	0.138	Civic	Good - 6 to 10					
	99	**162**	0.290	Civic	Possible - 11 to 20	Historic grain infill	Outer - 110 u/ha	100% resi	32	
	100	**163**	0.210	Civic	Possible - 11 to 20	Historic grain infill	Outer - 110 u/ha	100% resi	25	
30		**87**	0.000	*Civic*	*Sites too small to include data on*					
31		**72**	0.000	*Civic*						
32		**82**	0.000	*Civic*						
3	*18*	*21*	***7.691***					***All Sites***	***1357***	***47000***
								Good + Possible Sites	***1357***	***47000***
								years 1 to 5	*0*	
								years 6 to 10	*1105*	
								years 11 to 20	*252*	

COA capacity modelling by opportunity site and character area

Sites							Inner / Outer areas	Development split % (estimate for the purpose of this capacity model only)	Proposed	
Small	*Large*	Opp. Site no:	Site size (ha)	Character area	Probability of development	Development Typology	Resi density u/ha		Resi.	Commerical
							Inner 12% 3 bed Outer 40% 3 bed		*units*	*sqm.*
	5. West Croydon									
	101	**25a**	0.150	West Croydon	**Good - 6 to 10**					
	102	**25b**	0.190	West Croydon	**Good - 6 to 10**					
	103	**64a**	0.250	West Croydon	**Good - 6 to 10**					
	104	**64b**	1.228	West Croydon	**Possible - 11 to 20**		**West Croydon Masterplan**		595	450
	105	**65**	1.086	West Croydon	**Possible - 11 to 20**					
	106	**96**	0.141	West Croydon	**Good - 6 to 10**					
	107	**97**	0.206	West Croydon	**Good - 6 to 10**					
		158	0.850	*West Croydon*	**Possible - 11 to 20**	Potential Medium rise site	Outer - 175 u/ha	100% resi	150	150
0	*7*	*7*	***4.101***				***All Sites***		***745***	**600**
							Good + Possible Sites		***745***	**600**
								years 1 to 5	*0*	
								years 6 to 10	*595*	
								years 11 to 20	*150*	

COA capacity modelling by opportunity site and character area

Sites							Inner / Outer areas		Proposed	
Small	*Large*	Opp. Site no:	Site size (ha)	Character area	Probability of development	Development Typology	Resi density u/ha	Development split % (estimate for the purpose of this capacity model only)	Resi.	Commerical
							Inner 12% 3 bed **Outer 40% 3 bed**		***units***	***sqm.***
6. Northern Fringe										
	108	**53**	0.127	North Fringe	**Possible - 11 to 20**	Adjacent to infrastructure	Outer - 175 u/ha	80% resi - 20% industrial replacement	22	
	109	**56**	0.786	North Fringe	**Possible - 11 to 20**	Adjacent to infrastructure	Outer - 175 u/ha	80% resi - 20% industrial replacement	137	
	110	**58**	0.998	North Fringe	**Good - 6 to 10**	Potential Medium rise site	Outer - 175 u/ha	100% resi with some ground floor retail	174	
	111	**59**	1.171	North Fringe	**Good - 6 to 10**	Potential Medium rise site	Outer - 175 u/ha	100% resi with some ground floor retail	205	
	112	**94**	0.207	North Fringe	**Possible - 11 to 20**	Potential Medium rise site	Outer - 175 u/ha	100% resi	36	
	113	**101**	0.233	North Fringe	**Good - 6 to 10**	Potential Medium rise site	Outer - 175 u/ha	100% resi	40	
	114	**102**	0.171	North Fringe	**Limited**	Potential Medium rise site	Outer - 175 u/ha	100% resi	30	
	115	**135**	0.537	North Fringe	**Possible - 11 to 20**	Adjacent to infrastructure	Outer - 175 u/ha	80% resi - 20% industrial replacement	94	
	116	**136**	0.200	North Fringe	**Possible - 11 to 20**	Adjacent to infrastructure	Outer - 175 u/ha	80% resi - 20% industrial replacement	35	
	117	**141**	1.135	North Fringe	**Possible - 11 to 20**	Potential Medium rise site	Outer - 175 u/ha	100% resi	198	
	118	**98**	0.690	North Fringe	**Possible - 11 to 20**	Potential Medium rise site	Outer - 175 u/ha	100% resi	120	
	119	**153**	0.600	North Fringe	**Recently built**	Potential Medium rise site	Outer - 175 u/ha	The Iylo building is uncompleted	185	
	120	**99**	0.702	North Fringe	**Poor**	Potential Medium rise site	Outer - 175 u/ha	school	0	
	121	**133**	1.546	North Fringe	**Poor**	Potential Medium rise site	Outer - 175 u/ha	school	0	
33		**60**	0.000	*North Fringe*						
34		**62**	0.000	*North Fringe*						
35		**63**	0.000	*North Fringe*						
36		**66**	0.000	*North Fringe*						
37		**67**	0.000	*North Fringe*						
38		**68**	0.000	*North Fringe*	*Sites too small to include data on*					
39		**69**	0.000	*North Fringe*						
40		**76**	0.000	*North Fringe*						
41		**77**	0.000	*North Fringe*						
42		**95**	0.000	*North Fringe*						
43		**100**	0.000	*North Fringe*						
11	*14*	*25*	***9.103***					***All Sites***	***1276***	**0**
								Good + Possible Sites	***1061***	**0**
43	**121**	**164**	**58.934**	**Total breakdown of site**				*years 1 to 5*	*0*	
								years 6 to 10	*556*	
								years 11 to 20	*505*	

2. Housing Mix

Policy

London Plan (2011) policy 3.8 requires new development to offer a range of housing choice, in terms of the mix, size and type. Providing a mix of housing would include a requirement for new residential to include one, two and three bed+ units.
Core Strategy

Croydon Council's UDP (2006) policy SP22 seeks to ensure that housing is available in the Borough to meet all housing needs, including... seeking from new housing development, a mix and range of housing types and sizes.

Croydon Council's Core Strategy policy CS2.5 seeks the delivery of 20% of new housing in the town centre to be provided as three bed homes, across all tenure types (private and affordable). This percentage equates to 1,460 units. This level of three bed housing is based on a detailed assessment of three bed housing need across the borough.
Local context
The Council's proposed submission Core Strategy requirement to achieve 20% three bed housing within the town centre Opportunity Area is the starting point for this OAPF. This percentage level of three bed housing equates to 1,460 new three bed homes.

This 20% target is a broad policy aspiration across the whole of the centre and will vary on a site-to-site basis depending on a range of local and site specific circumstances. It will prove very challenging to achieve this on every site and this is already evident in the two planning applications (2011) at Ruskin Square and Cherry Orchard Road, where the proposed levels of three-bed housing fall below 10%.

The purpose of this family housing component is to consider these various influences in the context of the wider plans for the town centre and to propose a percentage breakdown for a level of three bed homes across the town centre that is more reflective of the variations in the make up of the centre.

This approach allows for greater flexibility on a site-by-site, and an area-by-area basis, that should help attract and encourage development and the provision of three bed homes. The following section provides further detail on this breakdown across the centre and explains the rationale for the proposed approach.

Delivery & Implementation

<u>Housing mix</u>

Regional and local policy requires new housing to provide a mix of 1, 2 and 3 bed homes. Croydon Council Core Strategy includes an aspiration that 20% of new homes in the COA should be three bed, and with 35% of 2-beds provided as 2-bed, 4-person homes. The OAPF proposes the following three bed breakdown across the six COA character areas;

- Retail Core: 5% three bed+ = circa 60 three beds
- New Town: 10% three bed+ = circa 208 three beds
- West Croydon: 20% three bed+ = circa 155 three beds
- Mid and Fairfield: 20% three bed+ = 260 three beds

- Southern/Old Town: 45% three bed+ = circa 190 three beds
- Northern Area: 45% three bed+ = circa 485 three beds

This percentage breakdown recognises the differences between areas across the COA. Based on the development capacity model this breakdown will also ensure the delivery of 1,460 three bed homes across the whole of the COA.

3. Affordable housing

Policy

London Plan policy 3.3 and table 3.1 set a minimum ten year housing target of 13,300 homes for the London borough of Croydon with an annual monitoring target of 1,330 homes a year over this period.

London Plan policy 3.11 seeks an overall requirement for 13,200 more affordable homes a year over the life of the adopted London Plan, with a tenure split of 60% social rent and 40% intermediate. Boroughs are required to set their own affordable housing targets keeping in mind the overall London Plan strategic need.

London Plan policy 3.12 requires individual planning applications to secure the maximum reasonable amount of affordable housing, while having regard for current and future affordable housing requirements at the local and regional level, achieves London Plan affordable housing targets, encourages rather then restrains development, promotes a mixed and balanced community, delivers the size and type of affordable housing required in a particular location and is site specific. Policy 3.13 requires this approach to be applied to sites of ten or more homes.

Through individual planning applications the Mayor and local planning authorities should seek to secure the maximum reasonable amount of affordable housing, having regard to current requirements, affordable housing targets, encouraging development, achieving a mixed and balanced community and the design, size and site specifics of the proposed affordable housing.

There is a requirement for new residential developments in the COA to provide affordable housing. The general requirements for affordable housing provision are set out in London Plan (2011) policies 3.9 to 3.14 and in Croydon Council's policy CS2 and table 4.1 of the submission stage Core Strategy.

The Croydon Council Core Strategy policy has a target for planning applications in the COA to provide up to 50% affordable housing over the entire plan period to 2031. However, given current economic conditions, and based on detailed viability work carried out by Croydon Council to date, new planning applications in the COA are expected to provide 15% affordable housing for the first three years of the plan (2012 to 2015). This 15% figure will be reviewed by the Council every three years.

The 15% affordable housing figure should include a minimum of 10% affordable housing on-site, with the remaining 5% provided either off-site (in the first instance), on donor sites, or via commuted sums to the Council's Affordable Housing Building Programme. The proposed tenure split is a 60:40 ratio between social rented and intermediate. Commuted sums will be calculated in accordance with a new s106 SPD currently being prepared by the Council. The exact amount of affordable housing will be agreed on each individual planning application.

Future funding and delivery of affordable housing is currently in a state of flux and as such this section of the OAPF will continue to be updated as further information is made available. The following points are of interest to affordable housing delivery in the COA. These issues will continue to be worked on during the OAPF's process and beyond as part of the Council's emerging Housing Strategy. Key issues include:

Applicants will be expected to involve Registered Providers at the earliest possible time in the planning and design process. This must be coordinated with pre-application and planning submissions. Croydon Council is currently setting up a process of early engagement with Registered Providers.

Where the use of donor sites to provide off-site affordable housing is considered acceptable, the donor site in question will be expected to; contribute to the creation of a mixed and balanced community in that area; deliver on its own affordable housing requirement; and the detail of the delivery mechanism and timing will need to be carefully agreed with the planning authorities.

Where applications propose the use of the 'below market rent' housing product to deliver affordable housing, applicants will need to demonstrate how the proposed percentage difference (i.e. 80% below market rent) will in fact deliver an affordable housing unit. For example, a proposed three bed affordable unit at 70% below market rent may not provide an affordable home, however, a one bed unit at 80% below market rate may deliver an affordable home. This issue will need to be addressed as part of considering the planning application.

Local Context

The Council proposed affordable housing approach is set out above. The Council has been working closely with officers from the GLA to agree this proposed approach. The Mayor has now formally agreed to the proposed affordable housing policy. The policy is due to go to public examination as part of the Core Strategy EiP in the summer of 2012.

Housing policies on the national, regional and local levels, as well as for affordable housing investment arrangements, are in a state of rapid change and uncertainty. Some of the key areas of change are surrounding, the availability of affordable housing grant, the types of affordable housing product and what constitutes an affordable housing unit across London. This is a rapidly changing landscape and as such this section of the OAPF will continue to change as policies are expanded upon.

Affordable rent units currently have their rental levels set at 80% below market rates. It is difficult to apply this broad percentage figure across London, as whilst this figure could make a unit affordable in one location, it would still remain unaffordable in another location. This is case even within the London borough of Croydon, where higher rents and land values in the Croydon town centre could mean that a unit with 80% below market rent would still be unaffordable.

Delivery & Implementation

Applicants will still be expected to submitted financial appraisals to allow detailed review of the proposed affordable housing elements and how it compares to the proposed core strategy targets.

In addition it is important that applicants liaise with registered provides as early as possible in the process to ensure that the final design and layout of new affordable housing units is in line with their requirements and that they are willing to take over management / ownership of these properties. The following issues will need to be considered at the earliest possible stage of the design process.

Higher then normal servicing and management costs

Higher than normal servicing and management costs result in the poor on-going management and maintenance of a residential scheme i.e. highly landscaped areas and tall buildings with numerous lifts will all contribute to increase servicing charges for tenants. This contributes to tensions between residents. This issue needs to be more carefully considered as part of the pre-application and pre-design work. Applicants will be requested to demonstrate how this would be managed over the life of the development. Lower rise, lower density schemes tend to have lower servicing and management costs, which lends itself more readily to affordable housing delivery in smaller, residential led developments.

Affordable housing car parking standards

Affordable housing must be provided with some level of car parking, especially larger family units. However, it is important to consider the service cost implications of this. Car parking should still be provided, and parking standards should be the same for shared ownership housing as for private.

Involvement of an Registered Provider partner at the earliest possible stage where private developer lead. Consultation with that Registered Provider partner on the contents of the S.106 Agreement. Ensure private developers are obligated to have suitable long term (in perpetuity) management arrangements and the service charge element that would pass to the affordable element is costed and approved by the RSL.

The role of sustainable lettings and residents involvement

Involving the residents of the building in the on-going management and maintenance of the development is crucial to the creation of a feeling of ownership. This can be delivered through a successful Facilities Management plan. Developers should have a suitable long term management arrangement. Croydon Council are currently exploring the opportunities of preparing a more detailed sustainable lettings plan for the borough.

4. Commercial floor space

Policy

London Plan Policy 4.2 supports the consolidation of offices and focusing new development on viable locations with good public transport. The business environment should also be enhanced through mixed use redevelopment, and supporting managed conversion of surplus capacity to more viable, complementary uses. Paragraph 4.13 goes on to say that Local Plans and strategies should support the conversion of surplus offices to other uses and promote mixed use development in light of integrated strategic and local studies of office demand.

The Opportunity Area Annex of the London Plan notes that the council's strategy will need to be built upon the-branding of Croydon's offer to meet modern commercial needs, realising its competitive advantages and good public transport accessibility. This will entail consolidating its strengths as a strategic office location through mixed-use re-development and enhancements to the business environment. A carefully managed balance must be struck between modernising office provision and encouraging the conversion of surplus capacity to other uses including a significant increment to housing.

London Plan Policy 2.16 identified Strategic Outer London development centres which are areas that have one or more strategic economic functions of greater than sub-regional importance. Croydon is identified as providing a strategic office function.

Chapter 5 of the London Plan establishes a clear energy hierarchy for ensuring all development proposals contribute to maximising carbon dioxide emissions as follows -

- Be lean: use less energy
- Be clean: supply energy efficiently
- Be green: use renewable energy

Policy 5.4 Retrofitting promotes the retrofitting of existing buildings, and where possible policies and programmes supporting zero carbon development and deployment of decentralised energy should also be applied to existing buildings. The Mayor will support measures through the Building Regulations and other regulatory and funding mechanisms to improve the performance of London's existing buildings, increase energy and water efficiency, and to make full use of technologies such as decentralised energy and renewable energy.

The Core Strategy policies CS3.9 to CS3.14 provide a flexible policy framework to offices within the CMC as well as support and promote measures for improving the office stock. Policy CS3.14 also sets a target of up to 95,000 sqm of new office space within the CMC which paragraph 4.44 equates to 8,000 new jobs.
Croydon Core Strategy

The Croydon Core Strategy requires major refurbishments and conversions to meet high environmental standards to ensure that opportunities to modernise and improve Croydon's existing buildings are maximised, specifically;

- all new build non-residential development of 500 m2 and above to achieve a minimum of BREEAM Excellent standard or equivalent;

- all conversion and refurbishment of existing non-residential buildings of 500 m2 internal floor area and above to achieve a minimum of BREEAM Very Good standard or equivalent.
- all development, including refurbishment and conversions, to utilise sustainable drainage systems (SuDs) to reduce surface water run off and where appropriate provide water treatment on site.

Local Context

Croydon is one of the most accessible locations in London with fast and frequent rail services to the West End and the City. The bulk of the CMC has the highest possible Public Transport Accessibility Level (PTAL) of 6b. East Croydon has routes into Victoria and London Bridge and Blackfriars with a travel time of 16 minutes. Croydon also has a Thameslink service directly to the City of London and beyond to King's Cross and provides direct access to Gatwick Airport and Brighton to the south. From West Croydon there are some local connections to South London destinations. From 2010, the East London Railway connects West Croydon with routes to south east London, Docklands and City airport.

These transport connections while a competitive advantage today where also instrumental in the office boom of the 60s and 70s which give rise to what is described nowadays as a 'sub-Manhattan' skyline. In the early 1950s the elegant Victorian Town Hall was the tallest building in Croydon. The offices erected in the 30s like Electric House on Wellesley Road and the Seagas Building at the end of Katherine Street were small by modern standards. The bustling, congested streets of the town centre and Victorian houses that lined Wellesley Road had their own attractions. But the Council feared that without new investment the decay already evident in parts of the town centre would accelerate.

In 1956 the passage of the Croydon Corporation Act gave the Council powers to buy land and release it for development without the usual bureaucratic delays. Under the act the Council purchases 2 acres of land of Wellesley Road latter adding a further 2 acres of the dilapidated Public Halls. The land latter leases to Norwich Union who by 1961 had built 3 new office blocks – Norfolk, House, Suffolk House and Essex House. The commercial success of Norwich Union's investment encouraged other developers to speculate with office development. In 1961 a further 324,000 sq ft of office space was built. The explosion continued throughout the 60s with the annual total of new office space surpassing one million sq ft in 1965 and 1967. These growth rates equate to 4 Delta Points or 11 Carolyn Houses being built in one year.

In 1964, the then Labour Minister of Economic Affairs, George Brown, initiated a ban on large scale office construction in the central London area to reduce pressure on the capital's transport network. The result of the 'Brown Ban' was to further increase the attractiveness of Croydon as an office location. By the time of its introduction, the 2 million sq ft of office space that had already been built in Croydon was set to be supplemented by a further 750,000 sq ft which was under construction. Planning permission had also been granted for a further 2.3 million sq ft. With 1.5 million sq ft elsewhere in the borough, Croydon had amassed 6.5 million sq ft of office space, roughly equivalent to Central Birmingham, Manchester or Liverpool. This dramatic transformation of Croydon was not restrained to offices only. The shopping centre was also booming, especially after the opening of the Whitgift Centre in the 1970s. A new

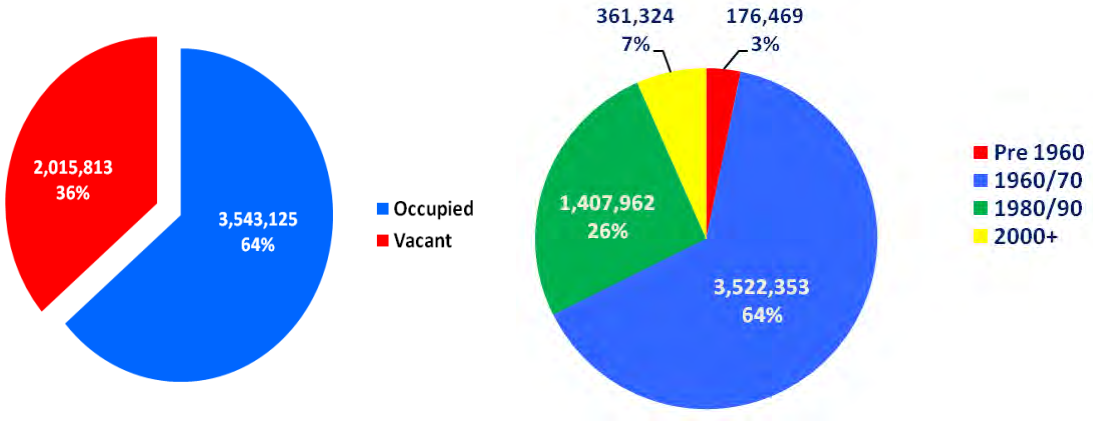
parking policy was introduced, and new roads – notably Roman Way and the flyover – were built to ease traffic congestion.

By the end of 1970 the first office boom in Croydon had ended. In 1972 the GLC sought to limit Croydon's office development to one million sq ft over a 5 year period. Two years later despite strenuous protests from the Council the GLC announced no further office development is permitted. The GLC relaxed these restrictions in 1980 as current and planned infrastructure provision was deemed capable of accommodating further expansion. The Council was also keen that any new development promote 'visual coherence' as a means of overcoming some of the perceived aesthetic difficulties of the town centre's modernist development of the 60s and 70s.

Despite numerous initiatives and inward investment strategies, Croydon's office market has pretty well stagnated over the past 30 years with only a handful of prominent office schemes coming forward such as Delta Point, Prospect First, Trafalgar House, Impact House etc, which together total less than 600,000 sq ft. This is a far cry from the mid 60 when a one million sq ft was being built in a single year.

Despite limited redevelopment Croydon is still today the largest single office centre in Outer London with approximately 690,000 sq m (7.4 million sq ft) of gross commercial floor space. The majority of its office stock dates from the 1960s and 1970s and is of a low quality by contemporary standards. However, despite a general recognition that it would benefit from renewal and upgrading, there has been limited development activity in 30 years and rents have not kept pace with other, more successful centres. Current rents for the best space are around £226 sq m (£21 sq ft) which, despite some reasonable growth in 2007, is around the same level as 2002. Rents at the other end of the scale are as low as £8 sq ft which is indicative of a struggling office market. The culmination of the above factors has resulted in a vacancy rate that now stands at approximately 30% across the CMC's total commercial stock. Equally challenging is the market view1 that rents of £323 sq m (£30 sq ft) would need to be achieved to stimulate speculative office development in Croydon.

Fig 10: Office space occupation levels

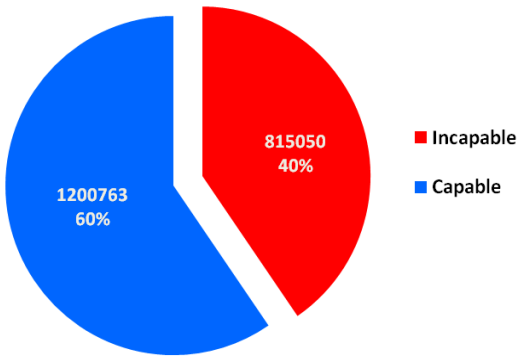


Source – Arnold & Baldwin

[1] – LOPR 2009

This high vacancy rate can be attributed to a number of key factors: lack of good quality office stock, increased competition from other town centres within the M25 area, increased competition from relatively new office markets such as Canary Wharf, poor condition of its public spaces and town centre environment and by the negative perceptions of the town which over many years has been reinforced in the media. Improvements to the public realm are outlined in Section 7. In terms of the office stock a significant challenge is that 40% of the current vacant floor space is incapable of occupation. This effectively means building a net additional 95,000 sqm of new office floor space as outlined in the Core Strategy will not be enough in itself to rejuvenate the CMC office market. A substantial proportion of existing office floor space will need to be either refurbished to a much higher standard or redeveloped if a substantial improvement in rents and lower vacancy rates are to be achieved.

Fig 11: Office space quality



Source – Arnold & Baldwin

While it is probably not fair to say the current CMC market contains polar opposites, it would be fair to say the market and therefore rents are much stronger in New Town & East Croydon compared to the Southern Fringe and mid Croydon. Up until recently the Retail Core and West Croydon would have displayed similar characteristics to the New Town & East Croydon office market were it not for major office buildings coming to the market recently. For instance in the Retail Core, the Whitgift Tower Blocks A, B, C & E came to the market in 2011 (totalling 270,000 sq ft) while in West Croydon, Delta Point (250,000 sq ft) and Prospect First (215,000 sq ft) remain vacant but are undergoing refurbishment programmes.

Another prominent example demonstrating the relative strength of the New Town & East Croydon office market compared to the rest of the CMC is the recently refurbished Impact House in the Southern Fringe. Despite major refurbishment works totalling 120,000 sq ft to a BREEAM Excellent standard Impact House remains nearly entirely vacant. This disparity between New Town & East Croydon and the rest of the CMC in terms of rents and vacancy levels are evidenced in the table below.

Fig 12: Office space rents and vacancy rate by character area

Character Area	Vacancy rate	Indicative office rents
Northern Fringe	Negligible office floor space	n/a
Southern Fringe	35%	£8 to £17 psqft
New Town & East Croydon	15%	£15 to £23 psqft
Retail Core	60%	£8 to £19 psqft
Civic & Cultural	27%	Up to £16.50 psqft
West Croydon	98%	Mostly vacant

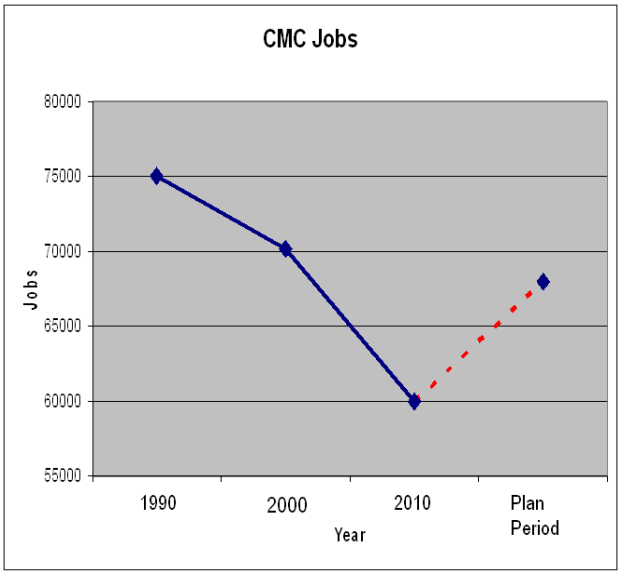
Average annual take up in Croydon is around 18,952sq m, or between 3.0% and 3.5% of stock, but it is far from consistent as tabulated below. Croydon has a history of attracting major office occupiers from Central London, drawn by its relatively low cost base, and its ready accessibility to Central London by rail. Major employers include government departments; financial services companies such as AIG and Direct Line, and corporates such as Nestle. However, very few new businesses of greater than 250 employees have been attracted to Croydon in recent times.

Fig 13 Office space take up over the last 10 years

Year	Take up
2000	46,500sqm
2001 to 2005	Not greater than 7,000sqm
2006 to 2007	18,600 to 23,200sqm
2008	13,006sqm (140,000sqft)
2009	14,864sqm (160,000sqft)
2010	14,261sqm (153,500sqft)
Avg last 10 years	18,952sqm (204,000sqft)

The above mentioned challenges faced by the CMC office market over the last 30 years has had a dramatic impact on employment within the town centres as shown in Figure X below. The target of 8,000 new jobs over the plan period is also put into context when compared to the approximate 15,000 job reduction over the last 30 years.

Fig 14: Project job levels in the COA



Future Investment Opportunities

Despite the challenges faced by the COA's office market over the last 30 years, the underlying positive investment case remains along with a number of additional benefits, namely –

- East London Line Extension linking West Croydon with Canary Wharf and East London;
- The Tramlink linking Croydon to Wimbledon and the surround hinterland;
- Proposed establishment of a 'flagship' creative and cultural industries Enterprise Centre in COA;
- Proposed temporary use of vacant floorspace/cleared sites by creative and cultural industries;
- Continued investment at Croydon College;
- Connected Croydon Programme has attracted an £18m investment from the Mayor of London;
- 2 master plans adopted as interim planning guidance for East Croydon and West Croydon; and
- Aadditional master plans in the COA underway for Mid Croydon, Wellesley Road, College Green and Old Town.

There are several major projects in the Croydon pipeline which, between them, could deliver nearly 200,000 sq m of offices, 40,000 sq m of retail and 3,000 new homes. Major proposals to regenerate the town centre have been under discussion for several years but not implemented. Developers remain interested however – the scale of the office market and its labour pool, together with the strength of its public transport connections into London, mean that it has some of the most important raw ingredients for successful development. Westfield's announcing in late 2011 that they are interested in moving into the Retail Core demonstrates the COA's investment case remains.

Also the Central London office market is beginning to improve. After the challenging conditions of 2009, prime office rents in the City and West End increased 22% and 18% respectively during 2010 to end the year at £55.00 per sq ft and £88.50 per sq ft. Rents will continue to increase over 2011, albeit at a more modest rate. The investment market saw an equally positive picture with £3.6 bn traded in Q4 alone, the strongest quarter since 2007.

2012 will be the year that undersupply really hits the London market (source Savills). This situation is inextricably linked to Croydon who despite being an outer London office location does compete with Central London office on some levels. If supply remain constrained in central London Croydon could be seen as a likely recipient of some of the over supply2. Obviously in the short to medium, the strength of London Office market will be highly dependant on macro economic factors such as whether or not London and the Euro Zone fall back into recession.

Another potential threat is the rationalisation of the government estate and retrenchments in the financial services sector. This threat could be turned into a

[2] Source - http://www.joneslanglasalle.co.uk/UnitedKingdom/EN-GB/Pages/London_Office_Market.aspx

positive if Croydon can establish itself as an affordable office market location supported by a programme of significant improvements to the public realm. These factors combined with its high public transport accessibility could help the COA become a viable alternative to more expensive Central London office locations. The COA is likely to experience stiff competition from Stratford in attracting this market.

Conclusion

- Lack of quality office space is a major obstacle to Croydon's ability to attract occupiers from other locations.
- Croydon has a critical mass of existing office occupiers, who seem to be loyal to the market, which can be re-circulated and create the potential for turnover demand.
- Croydon's public realm is poor and in need of investment.
- Croydon's regional and national image is poor.
- Croydon is particularly reliant on public sector and financial services jobs. Therefore, the review and restructuring of the government estate could have a destabilising effect on the Croydon market as could retrenchment in the financial sector.
- Croydon's accessibility to London and its relatively low cost base make it well placed to accommodate back up offices if suitable stock is delivered. There are plenty of projects in the pipeline in Croydon but without substantial rental uplift, these are not economically viable.
- The market view is that a rent of £323 sq m (£30 sq ft) would need to be plausible to stimulate speculative development.

To stimulate economic development in Croydon it is critical to revive the public realm, reduce reliance on public sector and financial services jobs and undertake measures to improve the image of central Croydon as a place to live, work and spend leisure time in. Pent up demand from its own occupier base is large enough to justify some upgrading and renewal of stock but to justify the large scale redevelopment, attracting in-movers would be critical, particularly if there is a loss of existing occupiers. The threat of shrinkage in government and financial sectors will dampen the prospects of rental growth and depress viability for some considerable time. Continuation of Croydon's flexible planning approach to offices and their conversion to other uses is critical to try to stimulate value through the residential markets. (Source – LOPR 2009, p139)

Land use approach to commercial floor space

The land use approach for improving the COA's office markets is comprised of two elements:

- Focus new office development in the New Town & East Croydon where market fundamentals are strongest; and
- Promote conversion of existing surplus office stock, particularly in the Northern and Southern Fringes to other uses, primarily residential.

It hoped this approach will assist in attracting new development through higher rents and significantly reduce the current 30% vacancy rate across the entire COA. An initial target of 12% vacancy by 2021 and 8% by 2031 are being aimed for across the COA.

However, the above land use approach in isolation will not be successful in markedly improving the COA's office stock. Much of the stagnation in investment over the last 30 years is the result of a progressive decline in the public realm and associated negative perception of the area. For this reason the Connected Croydon Programme and the Key Principles underpinning future regeneration of Wellesley Rd, the Retail Core and car parking strategy will need to be implemented in conjunction with the above land use approach. Tailored business support initiatives will also be required to help attract new and nurture the growth of existing businesses.

Focusing commercial floor space

Basically, the OAPF is looking to consolidate the CMC's primary commercial floor space offer to within New Town & East Croydon and the Civic and Cultural areas. Integral to this process is to reduce the proliferation of the older 60-80s office stock located in the COA's 4 remaining character areas where the market fundamentals for commercial floor space are weaker both in terms of rents and current vacancy levels.

The intent is to reduce poorer quality offices in the COA's fringe locations this should not be seen as a blanket policy nor a restrictive requirement. If a current office building is functioning well then it may remain as offices. However, any application for new offices, particularly in the southern and northern fringes will need to demonstrate that market forces support new floor space in these locations and that any new offices in these locations won't undermine the primary office locations of New Town & East Croydon and the Civic & Cultural area.

The table below outlines that only New Town & East Croydon is expected to achieve a net uplift in office floor space while the remaining character areas will see a decline. Across the whole area there is to be 95,000 sqms of net uplift in office floor space across the entire COA as outlined in the Core Strategy. However, the OAPF is concerned with more than just achieving a net uplift but also with rejuvenating at least 25% of the existing stock which equates to approximately 150,000 sqm. This rejuvenation target plus the net uplift figure added together broadly equates to the 230,000sqm additional target for New Town & East Croydon.

The Capacity Modelling, demonstrated that 230,000sqm of new office space can comfortably be accommodated within New Town & East Croydon. In fact the capacity modelling indicates that the area has an approximate capacity of around 400,000sqm of commercial floor space which would replace approximately 100,000sqm of existing offices. The market is unlikely to support this magnitude of office development within

this location, plus New Town & East Croydon is earmarked to provide around 2,800 residential units. The capacity modelling indicates that 2,800 new homes and 230,000 sqm of additional commercial floor space is possible in New Town & East Croydon.

Fig 15: Commercial space capacity

Six Character areas	Existing 2011 (sqm)	Net uplift (sqm)	Net total 2031 (sqm)
New Town & East Croydon	235,000	230,000	465,000
Northern Fringe	1,000	0	1,000
Southern Fringe	72,000	-50,000	22,000
West Croydon	44,000	-10,000	34,000
Civic and Cultural	113,000	-25,000	88,000
Retail Core	65,000	-50,000	15,000
Total	530,000	95,000	625,000

Promoting office conversion

The Council is also focused on the sustainable reuse of existing building as a first consideration rather than redevelopment in all instances. The Bauhaus scheme pictured below is a successful example of sustainably reusing an existing 60s office building through conversion to residential units. A non exhaustive list of other buildings potentially suitable for conversion to alternative uses include (and Mapped at Section X) –

Fig 16: Possible office buildings for conversion

Prospect First
Sunley House
Emerald House
Centre Tower
Ryland House
Impact House
Leon House
Delta Point
Apollo House
Carolyn House
AMP House
Davis House
Direct Line Building
Lunar House
Whitgift blocks A, B, C
Southern House
Nestle Tower
Taberner House
Grosvenor House

The principle of converting office space to other uses including residential is clearly set out in chapter 4 of the OAPF. As set out in chapter 4 there will be scope for negotiation on certain policies where it can be demonstrated that delivery of the proposed scheme would be severely compromised. However, schemes will still only be permitted where they deliver good quality design and good quality environments.

Other general design & development considerations

The following are not policy requirements but are issues that need to be addressed when converting any office building to residential.

- Building structure:

An appraisal of the structural soundness of the building in terms of being capable of meeting minimum building regulation requirements i.e. sufficient circulation space and means of escape is provided and that the foundations can supports extra floor space if proposed.

- External treatment:

External appearance and treatments are key to the success and perceived quality of the scheme and should seek to clearly establish the buildings as residential rather than office premises. However, conversion should respect the integrity of the original building where positive features exist.

Increasing internal space for the residential unit can be achieved by adding external balconies/loggias. This can be done with a balcony structure that is self supporting and sits connected onto the facade, thereby not placing excessive weight demands onto the buildings facade.

Improving the building facade should be focused around improving daylight within the rooms behind. Increasing the amount of glazing in the elevations will increase daylight, improve views and also reduce the external heaviness of the modernist materials.
The treatment of the facade should be driven by internal arrangements and the use of the space behind the walls. It should be governed by some guiding principles i.e. increasing daylight into homes, improving insulation, increasing size and flexibility of the homes.

Modernist architects were notoriously forward thinking and very quick to adopt new unproven materials and technologies to the drive for modernism. In many cases these materials and technologies proved to be ineffective and not durable. The performance and energy standards of these materials are generally poor may need to be replaced to meet modern standards.

- Internal arrangements:

To create larger units - removable/moveable partitions within flats would allow easy flexibility within the home. Also providing vertical links through the use of internal stairs would allow the creation of duplex flats within the building to allow larger units to be created.

Providing good quality lifts, one core should be sufficient but you will need to address fire exits and meet all relevant standards.

External connecting corridors running on the outside the building can free up internal space and ensure that these circulation spaces are well lit and overlooked.

- General building impacts:

Demonstrate that the new use will have no greater impact on neighbouring uses than the previous office building when operating near full capacity. Factors to be considered are noise, hours of operation, traffic generation, overshadowing, impacts of privacy of adjoining properties etc. This analysis should also take into accounted any planned changes of use in neighbouring properties.

Map the site in relation to health facilities, schools, public transport and open space and demonstrate that these facilities have sufficient capacity to handle any expected impact from the converted use.

- Ground floor treatment:

Open up the ground floor, creating a light and open lobby area. To activate the ground floor more functional spaces and a variety of uses could be included. This would also help address security concerns.

Entry/exit points are to be clear and recognisable to help create a feeling of arrival at the building and should also be over looked and secure.

Create a human scale along the street and at the entrances to buildings. At the lower levels converted buildings could include a range of uses, from private amenity spaces, community spaces, or commercial space where appropriate. Ensuring level access to the ground floor.

- Car parking & servicing:

Residential conversions need to ensure sufficient capacity exists within the site for residential servicing such as refuse points; cycle stores etc and provide suitable access for emergency services. All conversion must be accompanied with a travel plan.

Where the existing office development provided a greater number of surface level car parks than required by the conversion, the surplus space is to be utilised to provide additional floor space to support the new uses; reactivate previously dead frontages; and to provide landscaping and amenity space.

Surplus underground car parks should be used to provide facilities that support the development such as servicing areas, communal facilities such as gyms and decentralised energy.

- Building performance standards:

Converted buildings will still need to meet environmental standards as outlined in Chapter 5 of the Mayor's London Plan 2011. The most notable provisions include–
Improving the Target Emission Rate (TER) outlined in Building Regulation leading to zero carbon for residential buildings from 2016 (see Policy 5.2 of the London Plan);
Selecting energy systems in accordance with the following hierarchy (as outlined in Policy 5.6 of the London Plan):

- Connection to existing heating or cooling networks
- Site wide CHP network
- Communal heating and cooling.

Increasing the amount of energy from renewable sources. Para 5.42 of the London Plan stipulates a presumption that major development proposals will seek to reduce carbon dioxide emissions by at least 20 per cent through the use of on-site renewable energy generation wherever feasible. Given the site and building constraints associated with conversions this may note be feasible in all cases. Therefore a site by site assessment will be undertaken.

- Cost considerations:

Costs associated with office conversions, like any development, are site specific. However evidence suggests3 that the 3 most prominent cost generators4 are:
The facade is a major cost generator because the building does not only need to consider technical requirements, but it also needs a completely new "look and feel";
Contractor costs are a major cost generator because this type of conversion has a higher complexity compared to new buildings; and
Inner walls are a major cost generator because old room dimensions no longer meet new requirements.

Fig 17: BEFORE Modernist Lennig House

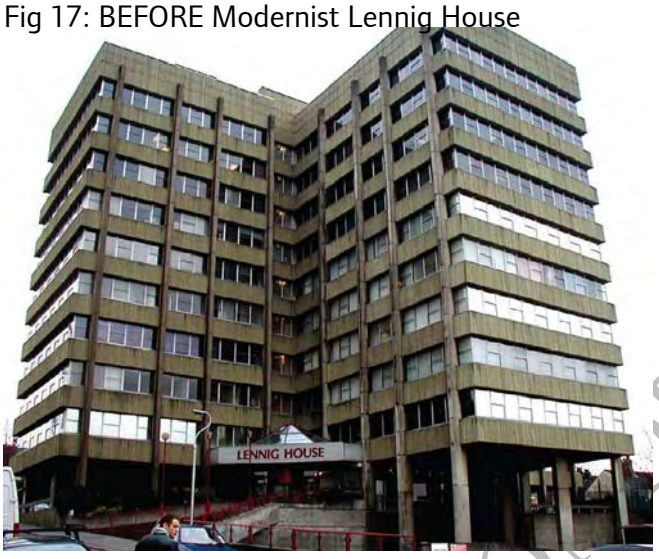


Fig 18: AFTER Post conversions - The Bauhaus

[3] Mackay, M., Remoy, H. & De Jong, P., Building Costs for Converting Office Buildings: Understanding Building Costs by Modelling.

[4] Foundation, framework, roofs, floors, stairs & slopes, ceilings, mechanical installations, electrical installations, elevators & transport, definite furnishing, terrain

The COA's substantial supply of vacant and underutilised office space could potentially be converted to meet some of the above mentioned education needs. Preliminary evidence suggests that converting existing building into school represents significant potential cost savings as follows:

- Converted 2FE primary schools from £750 / m2 compared to £1,2000 / m2 for new build;
- Converted 6FE secondary schools from £800 / m2 compared to £1,1000 / m2 for new build.

Whilst the above figures are indicative only they do highlight the potential for converting existing buildings into schools from an economic point5. Wates and Capita Symonds through their 'Adapt School Solutions' programme have analysed a number of buildings throughout the UK in terms of their structural appropriateness for school conversion. Many of these building are 60s and 70s office blocks which are also prevalent in the COA. They found that many of these building can comfortably accommodate a range of educational needs. The more difficult but still resolvable issues exist around accommodating play space to Sports England standards; making suitable use for redundant car parks; achieving desirable energy standards and architectural treatments. Another key benefit they found with school conversions is the market's desire and ability to collocate schools in converted building with community uses such as ICT suites, business incubator space and offices. This dove tails well with the Council's desire to provide Enterprise Centres in the COA for cultural and creative industries.

Taking account of Croydon College, the Brit School, and given the COA's easy access to central location by train, there is significant opportunity to support the development of student housing in the COA. Student housing in the COA could offer a niche market that should be exploited. Similar to hotels, the multitude of underused and vacant modernist office buildings offers a cheap and easy source of conversions to student accommodation.

Given the OAPF is aiming to deliver at least 7,300 new homes to 2031 most office conversions should be for residential use. This is not to say that smaller office space conversion to schools, community infrastructure, cultural and creative industries or hotels is not appropriate where it can be demonstrated in accordance with the Core Strategy and London Plan policy.

[5] The above figures exclude land values.

5. Retail

Policy

Planning Policy Statement 4: Planning for Sustainable Economic Growth. Published in 2009 the revised PPS 4 combines town centre and economic development policy into a single document. In summary, revised PPS4:

- reinforces the 'town centres first' policy (EC1.4);
- retains the important 'sequential test' that requires developers to seek the most central sites first (EC5.2 & EC5.4);
- creates a new 'impact test' that assesses economic, social and environmental criteria so councils can better assess the impacts on the town centre. It tests whether impact is positive or negative on climate change, town centre consumer choice and retail diversity; investment and town centre trade and gives councils powers to cap the size of big retail developments where this is justified (EC16.1);
- requires local authorities to plan positively for sustainable economic growth (EC2.1); and
- requires local authorities to make markets an integral part of the vision for their town centres, enhancing existing markets and, where appropriate, re introducing or creating new ones (EC4.1).

Policy 2.7 Outer London Economy and Policy 2.15 Town Centres highlight the importance of a diverse and competitive retail offer in enhancing the vibrancy of town centres. Map 4.3 identifies Croydon as a night time economy cluster of strategic importance where an evidence-based approach should be undertaken to management through measures such as planning, licensing, policing, transport and street cleaning. Policy 4.7 Retail and Town Centre Development and Policy 4.8 Supporting a Successful and Diverse Retail Sector outline the considerations for establishing new retailing as well as what constitutes a healthy retail offer. Policy 4.9 Small Shops outlines measures for supporting affordable shop units suitable for small or independent retailers and service outlets. Possible measures include imposing conditions or seeking contributions through planning obligations.
Core Strategy

CS3 Employment para 4.19 notes that Croydon faces competition from other areas of London and the South East for inward investment both in office and retail markets. In response to this competition CS3.9 promotes and supports the development of a number of town centre related uses including retail and leisure (including the night time economy) within the CMC. CS3.10 goes on to confirm the CMC as the principle location in the borough for office, retail, cultural (including a diverse evening/night-time economy) and hotel activity as well as being the largest commercial centre in South London. CS3.11 stipulates that a flexible approach will be taken regarding retailing within the Croydon OAPF and associated master plans. CS3.13 outlines that the Council will seek to maintain as a minimum, the current amount of retail floor space in Croydon and seek to reduce A Use Class vacancy.

Para 4.43 notes that the forthcoming Development Management DPD will consider the case for a 'small shops/affordable retail' policy to help Croydon retain and develop a quirky the independent retail sector. It will also consider detailed policy matters such as

designating 'Main' and 'Secondary Retail Frontages'. Para 7.1 outlines the vision for the Croydon Opportunity Area. In addition to being a thriving employment and retail centre the CMC will also incorporate a new Enterprise Centre focussing acting as a flagship for the on innovation and Creative and Cultural industries.

Local Context

Croydon Metropolitan Centre Retail Market: A Brief History

The earliest record of retailing in Croydon dates back as far as 1276 when Archbishop Kilwardby obtained a charter entitling him to hold a market and fair. The original shopping area was clustered around the archbishop's Archbishop's Palace along Church and Surrey Street. The centre of Croydon gradually moved eastwards away from the unhealthy, low-lying marshland areas of the old town with shops appearing along the High Street. This movement was reinforced in the 18th century when Croydon became an important coach stop on the journey from London to Brighton. Croydon prospered and grew during the 19th century with the shopping area spreading along North End and South End. Some family businesses, notably Kennards, Allders and Grants flourished and began to extend their premises and diversify their sales. By the end of the Victorian age Croydon had been transformed form from a market town into a bustling centre of retail and commercial activity.

The transformation of central Croydon into a regional shopping centre began in the 1960s, increasingly attracting shoppers from a wider catchment. LikeAs with with the office development of the 60s the passage of the Croydon Corporation Act in 1956 and the Brown Ban of 1964 provided the impetus for significant retailing growth in central Croydon. The close association between shops and offices was apparent from an early date, with the construction of the Whitgift Centre on a prime site in the centre of town. The Whitgift Centre with its 537,600 sq ft of office space was built in place of the Whitgift Grammar school which used the proceeds from the land transaction to build an impressive new school in the suburbs.just south of the CMC. On the cultural side, the rates that accrued from the office block paid for the construction of the Fairfield Halls.

The effect of these changes was to drag Croydon's centre from Surrey Street / High Street into North End. The stores associated with the Whitgift Centre received a new lease of life while others like Grants located further south fell into decline. Durable goods continued to predominate with fast food outlets and restaurants beginning to appear along with estate agents and building societies. Supermarkets made a reappearance in the centre to cater for increasing number of office workers. New multi-storey car parks where built for both the office workers and the weekend shoppers. The slow decline characteristic of the 50s was halted. Croydon had a new vitality and prosperity.

During the last 215 years Croydon's retail core has remained essentially the same with the only major addition being the Centrale Development in 2005 which replaced the former C & A Department Store and created a link to the Drummond Centre (now Centrale). The increase in car-borne shopping in the early 80s has seen the establishment of large retailing warehouses outside of the CMC particularly in Purley Way where land is cheaper to purchase and space exists to provide ample car parking. The first retail warehouse on the estate was the Queensway furniture store (1980), closely followed by MFI furniture (1981), Payless DIY (1983) and Do It All (1986). Since this time Purley Way's out-of-town shopping offer has further increased in

popularity. Habitat had moved from the Whitgift Centre (subsequently closed circa 2003), and Sainsbury's building a superstore further demonstrated the growing popularity of out-of-town shopping locations over the town centre. By the early 1990s most of the early stores (Homebase, Payless, Do It All and MFI) had been able to expand or move to larger sites with the a continual inflow on newcomers moving into Purley Way such as 200,000 sq ft IKEA furniture store.

Alongside the burgeoning retail sector, Purley Way began to see the appearance of leisure and recreational facilities open throughout the 90s such as the Hilton National Hotel, a TGI Friday's burger restaurant, an 8-screen Warner Brothers multiplex cinema, a Ritz Bingo Club, Frankie & Benny's (American Italian), Chiquito (Mexican), and McDonald's and Burger King drive-thru restaurants.

Although recent developments on the Purley Way have been a clear commercial success, they have not been universally welcomed. The transformation from industry to retailing and leisure came about through entrepreneurial initiative, not conscious planning: the concept of 'retail parks' on the Purley Way was not formally recognised by the Council until the adoption of the 1997 Unitary Development Plan, and in the meantime there had been a number of disputes over details of proposed developments. Many of the superstores openly flouted Sunday trading laws, until these were relaxed in 1994.

The proliferation of stores (notably the development of Valley Park) has led to a growing problem of traffic congestion, especially at weekends, on what is still an important trunk road. Above all, there has been a debate - at both local and national level - over whether out-of-town shopping centres, like Purley Way and Valley Park, should be encouraged at all. The superstores, with their advantages of bulk purchasing and cheap sites, are criticised for competing unfairly with traditional small shops in town centres. By threatening the shops, which provide a specialist and more personal service, they are seen as threatening the character of the town, and disadvantaging non-car users, including the young, the elderly and the poor.

In the face of competition from Purley Way numerous master planning initiatives in the CMC have been progressed in order to improve the public realm, foster comfort and pedestrian safety and in turn improve retailing competitiveness. New shopping centres can take these factors into account early in the design stage but in an established town centre like the CMC it can only occur through a process of incremental change which is generally much slower. The slower pace of change has been exacerbated through the general lack of development activity in the CMC over the last 30 years.

Sources: Adapted from Croydon Office Trail, Croydon Design Initiative & http://www.croydononline.org/history/places/purleyway.asp

Today the CMC is the largest shopping area in South East England outside of Central London, with a catchment including the whole of the Borough, plus some areas beyond the Borough boundary, for example Warlingham and Caterham in the south and Streatham in the north. The CMC has 270,000sqm of retail floor space, including the 3rd largest store in Britain, while nearby Purley Way has 130,000 sqm6

Despite a new station at East Croydon, built in 1992, and Tramlink, in 2000 improvements to the retailing in the CMC have been view few and far between over the

[6] Croydon Metropolitan Centre Retail Strategy (2009), Drivers Jonas

last 30 years. The Drummond Centre which completed in 1984, the pedestrianisation of North End in 1989 and the Whitgift Centre dating from 1970 have begun to look tired despite incremental refurbishments over the years. The last major investment was the opening of 76,000 sqm Centrale which opened in 2005. Straddling the site of the smaller Drummond Centre its modern and stylish exterior contrasts sharply with never modernised Drummond Centre façade just to the south also fronting North End.

The CMC was due to attract major new retailing investment in Park Place before the scheme ultimately collapsed in 2008 due to viability issues and against a backdrop of concerns over traffic and the impact on existing retail. The original scheme comprised approx 100,000 sqm (approx 37,000 sqm uplift) of new retail replacing the Allders department store plus shops in St George's Walk, George Street, Park Street, High Street and Katharine Street; new bus interchange; 1900 new car parks; new public square and remodelled Queens Gardens. The areas is now subject of the Mid Croydon Masterplan which is proposing a much smaller proportion (approx 9,000 sqm) of retail in keeping with the Core Strategy policy of retail consolidation and reducing existing vacancy levels as well as providing over 1100 new homes.

Nowadays the majority of retail units within the CMC are along North End, Centrale and the Whitgift Centre. The pedestrianised North End has the appearance of a traditional High Street. Many of the major stores in the Retail Core have outlets stores on or close to North End, including Allders, Debenhams, House of Fraser, TKMaxx, Marks & Spencer, Next, and Primark. Shopper footfall is strongest in the southern part of North End, but falls away somewhat in the north where lower profile retailers as well as services become more prevalent. Centrale also off North End is a spacious shopping mall anchored by a medium-sized House of Fraser department store, and containing various quality comparison goods traders. Centrale has assisted in strengthening the northern part of North End. However, it is not performing as well as would normally be expected with a new purpose designed shopping centre. The West Croydon Station and West Masterplan will provide another opportunity to upgrade the northern part of North End.

Croydon's historic shopping centre is at the junction of George Street/Church Street and North End/High Street. The historic centre has its own character and lies within a designated Conservation Area. Church Street to the west continues to have extensive shopping frontages, but these contain many secondary comparison traders selling household goods, clothing, shoes, antiques, etc, as well as a number of restaurants/ takeaways. Surrey Street, leading south from Church Street is dominated by the historic market and also contains a number of food outlets, particularly butchers and those serving ethnic communities such as Chinese, Indian and Polish.

High Street to the south (despite the name indicating its historic importance) now contains a large number of secondary comparison shops and services. It formerly contained the town's other long established department store - Grants. Grants closed in the 1980s, which was a loss to the shopping status of High Street and weakened the area to the south of the George Street/Church Street axis as a shopping destination. However, the listed façade was retained and itIt was reopened in 2002 as a multi-screen cinema and leisure centre along with a number of restaurants at ground floor.

George Street west of Wellesley Road is an important thoroughfare including the westbound arm of Tramlink through the Centre. However, other then the Allders frontage, retail provision within the street is limited and includes a significant number of

service uses. The southern side of the street contains some vacancies resulting from the Park Place proposals.

St George's Walk to the south of George Street formerly contained the only significant shopping frontages to the south of George Street. Because of the Park Place proposals, this area has seen little recent investment, has a large number of vacant units and has become unkempt. These issues are being considered as part of the Mid Croydon master plan. George Street east of Wellesley Road provides an important link between the Centre and East Croydon station, but is interrupted by the Wellesley Road major traffic junction. It has an active ground level frontage on its north side. There are a number of services along the route, with the principal retailer being a Waitrose supermarket. The East Croydon Gateway proposals will have a major impact on this area, through regenerating a site that has been underutilised and unsightly for a considerable number of years and generating further footfall.

Wellesley Road is a heavily trafficked arterial road running through Central Croydon. Currently its function for shoppers is limited, other than service uses on its eastern side to the north of George Street, and an entrance to the Whitgift Centre opposite Lansdowne Road. It is also relevant to note that there are strong pedestrian flows along George Street across Wellesley Road to and from East Croydon station.

As mentioned above the current centre contains a large number of national multiple retailers around North End, although its comparison retail offer is mostly mainstream. At 75% of the total, the CMC's comparison retailing generally lacks the quality retailers within the upper end of the fashion spectrum that can typically be found in regional centres. At present, the upmarket fashion provision is largely confined to department store concessions. Convenience shops represent only 5% of the retail floorspace and include Sainsbury's, Waitrose and Iceland supermarkets, as well as Marks & Spencer and House of Fraser food halls7. Croydon has much larger percentage of downmarket retailers than many of its competitors and in turn a lower proportion of upmarket retailers. A prominent example of this trend was John Lewis's decision to open a store in Purley Way in 2010 rather than in the CMC.

Fig 19: Comparison of the COA retail offer with other retail destinations

2008 Rank	Centre	Market Position	Upm'kt %	Downm'kt %	2008 Fashion Mkt Rank	Position
1	Lond'n WE	Upper	41.8	6.1	1	Upper
15	Kingston	Middle	37.3	15.3	13	Upp-Mid
20	Croydon	Middle	14.6	23.2	17	Middle
25	Bluewater	Upp-Mid	46.4	8.7	11	Upp-Mid
32	Bromley	Middle	21.7	13.3	38	Middle
70	Wimbledon	Middle	11.3	9.2	160	Middle
78	Sutton	Middle	5.3	32	74	Middle

[7] Croydon Metropolitan Centre Retail Strategy (2009), Drivers Jonas

The vacancy rate across the CMC has doubled from a low of 5.5% in 2006 to 11% following a recent survey by the Council in 2010. This equates to over 30,000sqm of vacant retail floor space through the CMC. Much of the increase in vacancy levels can be attributed to the effects of the economic downturn. The effects of the downturn are clearly evident from FOCUS data which tracks demand for retail floor space within town centres. Demand in the CMC has reduced 70% from over 30,000 sqm gross in May 2007 around 10,000 sqm gross in September 2009.

Since 2007 the comprehensive information source for rents (Colliers CRE 2006) has not been updated. Regardless the rents outlined in Fig 20 give a good indication of underlying trends between Croydon and some of its competing centres. Croydon's rents while strong compared to many of its competitors have changed little over the last decade. Based on current trends Croydon's rents are falling further behind that of Kingston.

Fig 20: Changes in rent levels across different centres

Shopping Centre	'96	'97	'98	'99	'00	'01	'02	'03	'04	'05	'06	Change (96-06)
Croydon	165	200	250	300	300	275	270	270	270	270	270	+64%
Bromley	125	130	135	160	200	175	210	210	220	220	225	+80%
Sutton	85	85	90	95	95	95	100	100	100	100	100	+18%
Kingston	165	200	255	260	260	250	260	275	275	295	305	+85%
Wimbledon	75	75	80	90	100	100	120	125	125	130	130	+73%

Source: Colliers CRE (June 2006) 2006 in-town retail rents

Notes: Rent levels estimates of Zone A rents and are expressed as £ per square foot per annum.

Again rental yields whilst favourable compared to some competing centres are falling further behind those of Kingston. It should be noted that low yields are indicative of an attractive centre where rents are expected to rise. Investors are more inclined to invest in a centre with a low yield forecast highlighting the stronger investment opportunities evident in Kingston compared to Croydon.

Fig 21: Changes in rental yields across different centres

Shopping Centre	Apr-03	Jan-04	Jul-04	Jan-05	Jul-05	Jan-06	Jul-06	Jan-07	Jul-07	Jan-08	Jul-08	Change (03-08)
Croydon	6	6	6	6	6	6	6	6	5.75	5.75	6	0
Bromley	6	6	6	6	6	6	6	6	5.75	5.75	6	0
Sutton	8	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.25	7.25	7.5	- 0.5
Kingston	4.25	4.25	4.25	4.25	4.25	4.25	4.25	4.25	4.25	4	4.5	+ 0.25
Wimbledon	7	7	7	6.5	6.5	65	6.5	6.5	6.25	6	5	- 2

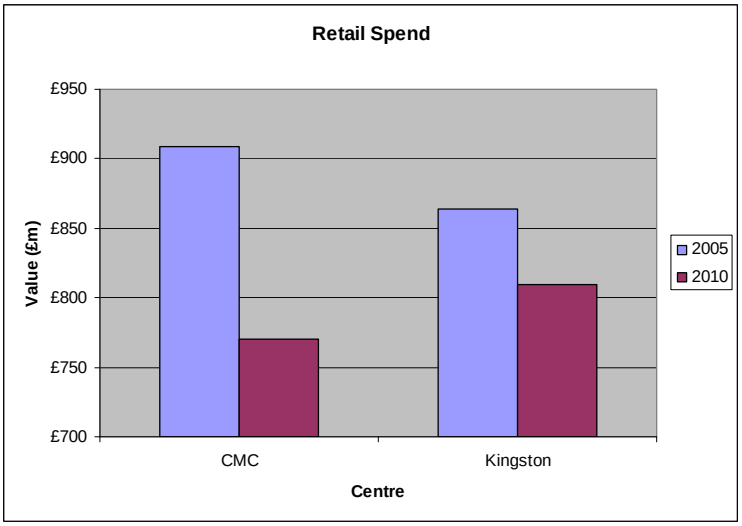
Source: Statistics for Outer London – Property Market Report (July 2008), Valuation Office Agency

In addition to Purley Way, Bromley to the east and Sutton to the west are the nearest 'metropolitan' town centres, which compete with Croydon. Kingston, which lies to the west is less accessible, but also attracts shoppers from the Croydon area. London's West End attracts shopping trips from all parts of London, including Croydon. The

Bluewater shopping centre, off the M25 in Kent, opened in Spring 1999 also attracts some comparison shopping expenditure trips by Croydon residents, particularly from the southern part of the Borough.

The current state of the economy whilst having a significant impact on the retail turnover of most major centres has appeared to impact Croydon more than others. For instance the CMC's retail expenditure has dropped from £909 million in 2005 to £770 million in 2010. Whilst neighbouring centres such as Kingston have also experience a declined in retail expenditure it has been to a much lesser degree as evidenced below. Kingston has now overtaken Croydon in retail expenditure terms while Brighton is now comparable to Croydon. Both have less retailing floor space which makes this trend even more concerning.

Fig 22: Retail spend comparison between the COA and Kingston



Whilst the CMC has struggled, the out of town shopping in Purley Way has thrived and now registers approximately £300 million of retail expenditure. As discussed previously, whilst the majority of Purley Way's offer is bulky retailing a number of town centre type use have established in the area particularly a number of restaurants, a cinema, a John Lewis Home Store and various food retailers. This is not to say that the majority of Purley Way's retail expenditure would have been in the CMC had Purley Way not evolved, but it does highlight the need for the CMC's role and subsequent growth strategy going forward needing to be cognisant of the retail offer less than 1.5 miles away in Purley Way.

It would be too simplistic to blame this greater negative impact on the CMC retailing performance solely on its aging public realm and limited investment in the shopping centres and arcades over the last 20 years. The ever increase prominence of internet shopping and the continual growth of Purely Way would also have impacted on the CMC. Regardless of the exact impact each has had individually in reducing spend, the cumulative impact on the CMC sets a strong context within which change needs to occur.

The key aspects of this change can be summarised as –

- Improving the general state of the public realm particularly adjacent to retail frontages and transport hubs;
- Improve pedestrian connections from the stations and within the wider CMC with a particular emphasis on east-west links;
- Deliver and promote a more collaborative retail offer between the CMC and Purley Way especially in terms of parking provision and the enhancement of connections between them both; and
- Building a new mixed use community consisting of 7300 homes within the CMC which will benefit both the retail, culture, leisure and night time economies.

The OAPF looks to strengthen the role and overall quality of retailing in the COA. The economic downturn between 2007 and 2011 has seen an increase in retail vacancy rates from 5% to 11% and an overall reduction in retail turnover. The Core Strategy seeks that the COA has no more than 12% vacant retail floor space by 2021 and no more than 8% vacant retail floor space by 2031. At 11% currently, the COA's retail vacancy rate is above the target for 2031 but within the target for 2021. With the wider economy still struggling in 2011/12 the growth strategy proposed in the following section is seen as the most viable in halting the economic decline of recent years and achieving real growth in future years.

Delivery & Implementation

The proposals outlined in this section are aimed at:

The Retail core includes North End, the Centrale and Whitgift shopping centres. The Retail core faces onto Wellesley Road, George Street, Poplar Walk, Tamworth Road and Frith Road. It includes the Central Croydon Conservation Area and a series of heritage buildings. The Retail Core is the COA's primary comparison retail location.
Today much of the retail offer in the Retail core is tired and does not live up to its potential. It offers neither occupiers nor shoppers the type of quality retail experience or accommodation that is required or expected. These shortcomings need to be addressed. The OAPF promotes the regeneration and reinvigoration of the Retail core in line with the COA's status as a London Plan Metropolitan Centre. The Retail core should be a central factor in identifying the COA as a retail destination for south London and the wider south-east of England.

The Council and the Mayor recognise that regenerating the Retail core would require significant change across a large part of the Retail core, and there is a strong preference for this to be done in a holistic and comprehensive way. It is envisioned that significant change would require a mixture of demolition and redevelopment, renewal and refurbishment. Achieving significant comprehensive change in the Retail core is strongly supported and preferred by both the Mayor and Croydon Council.

Any significant change should be focussed on delivering a substantially improved qualitative retail offer. Attracting a new full range quality department store to sit within a joined up, comprehensive and complementary retail circuit would strongly support this objective. An improved qualitative offer is likely to require the provision of some larger retail units and potentially may require additional retail floorspace beyond the existing levels. The level of floorspace would be agreed through detailed planning application(s) and it should be demonstrated that the level of floorspace would not impact adversely on the holistic retail offer for the COA.

The following section identifies a series of outcomes that new development in the Retail Core should seek to deliver. These outcomes would help to deliver the Council's and Mayor's objectives for the Retail Core:

- Regenerate the retail offer in line with the COA's designation as a Metropolitan Centre
- Provide a retail-led, mixed-use destination
- Provide for approximately 1,100 homes across the Retail Core over the 20 year life of plan and the associated amenity and social requirements of a residential population
- Provide other uses including leisure and complementary work space
- Provide a new high quality, full range department store that would achieve a joined up, comprehensive and complementary retail circuit across the whole of the Retail Core
- Secure high quality architecture and design for the built environment across the COA
- Provide a joined up servicing and delivery access
- Provide a high quality 24 hour publicly accessible east/west route from Wellesley Road to Old Town
- Provide new and improved east/west and north/south routes
- Enhance the streets and roads within and surrounding the Retail core area including; Wellesley Road, North End, Poplar Walk, George Street, Church Street, Church Lane, Frith Road and Tamworth Road as well as the internal routes
- Locate tall buildings closest to Wellesley Road away from the most sensitive locations in terms of privacy, heritage security and overshadowing
- Connect to and help deliver a COA wide district energy system where feasible

Given the demise of the Park Place scheme and the terms of the emerging mid-Croydon masterplan which promotes alternative development of the Park Place site, only a redevelopment of the Whitgift Centre and Centrale has the potential to transform the COA in this way. A diagrammatical representation of the below delivery and implementation requirements is set out the land use chapter of the OAPF

Parts of the Core Retail Area are performing well, such as those units fronting North End and the lower levels of the Whitgift Centre. Marks and Spencer acts as a strong anchor to the north and performs well. Other parts of the Core Retail Area are performing less strongly, these areas include the eastern fringes toward Wellesley Road such as the Trinity Mall and upper levels of the Whitgift Centre, the northern parts of North End towards West Croydon station and notably Centrale particularly the upper floors.

North End is the main pedestrianised shopping centre of the Retail Core. Both the Whitgift Centre and Centrale main entrances are from North End. Any improvements to North End either through incremental change and investment or comprehensive redevelopment.

<u>Purley Way:</u>

As Purley Way is beyond the OAPF boundary, the OAPF does not impose specific requirements relating to the future investment in Purley Way but rather how Purley Way and the CMC can function together more effectively over the plan period to 2031.

The COA has struggled in terms of retail expenditure in recent times, Purley Way has continued to go from strength to strength as an out of town shopping location. Some of the key factors attributable to this success are large sites much cheaper in value than

their town centre equivalents and substantial free car parking for customers. On the surface the major impact of Purely Way on the CMC looked to be drawing away retail expenditure, particularly given the infiltration of town centre type uses within Purley Way over the last decade such as restaurants, café, a cinema and convenience shopping outlets.

Closer investigation though begins to draw out that the more critical issues surround the relationship between Purley Way and the CMC is in fact around car parking and wider infrastructure provision. The most significant traffic congestion in the area is on Purley Way at the 5 Ways junction.

However more needs to be understood about the function and interaction (if any) between Purley Way and the CMC's car parking stock. For instance how many people take advantage of the free car parking in Purley Way and then take the tram into the CMC. In particular Waddon Marsh and Ampere Way appear appropriate for 'park and ride' given the amount of free car parking in close proximity to these stations. Both are only a few stops from the CMC.

40% of the CMC's public car parks are underutilised (see section 12 of the technical appendix) during normal trading conditions (excluding Christmas and School holidays). How this usage relates to that in Purely Way as well as how many people park in Purely Way to avoid the parking fees in the CMC needs to better understood. In order to better understand these issues a number of Purley Way specific considerations will be included as part of the CMC Car Parking Strategy as follows –

- Survey of the location and number of car parks within the Purley Way retail parks;
- Survey of the demand for Purley Way car parks with a particular emphasis on understanding the degree of park and ride taking place and to what extent price was a consideration; and
- Survey of parking usage during peak and non peak times.

Only when the various public realm initiatives to improve links between Purley Way and the CMC are considered alongside the findings of both the transport modelling and car park strategy, can more informed decisions be made about the functioning of infrastructure critical to both locations.

6. Modernism in the COA

Policy context

Planning policy statement 1 (PPS1) states that design should take the opportunities available for improving the character and quality of an area and the way it functions. This key test applies to all development proposals, including tall buildings.

The draft National Planning Policy Framework states that planning policy and guidance should provide detail on heights. Planning should be concerned with how places function, that new development contributes to the overall quality of an area, optimises the potential of the site, responds to local character, creates safe areas and is visually attractive. However, it should not impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles.

Further national guidance on tall buildings is also set out in the CABE and English Heritage guidance on tall buildings.

London Plan

Policies in London Plan chapter 7 on 'London's living places and spaces' provides detailed planning policy on building design, location and height. In particular London Plan policy 7.7 allows for the development of tall and large scale buildings in London. However, it recognises that tall buildings can have a negative impact on their surroundings and so should be part of a plan-led approach to changing and developing an area. A plan led approach ensures harmful impacts can be mitigated and also ensure community and political support. Plans should identify appropriate, sensitive and inappropriate locations. Tall and large buildings should not have an unacceptably harmful impact on their surroundings.

London Plan policy 2.7 identifies Opportunity Areas as potential locations for tall buildings, they have good opportunities for new development and have good access to public transport.

London Plan policy 7.2, 7.3 and 7.4 also promote the benefit of building design and form that delivers a safe and inclusive built environment that is designed to have regard for form, function and character of the existing area.

Croydon Council Core Strategy

Croydon Council's Core Strategy policies CS4.1 to CS4.15 promotes the important of quality built design and designed in context. In particular policy CS4.5 supports the development of tall buildings in specific locations within the COA. In this regard, these local policies echo London Plan policy stating that tall buildings can be acceptable in the Opportunity Area. However, tall buildings will be required to contribute to the skyline, achieve a high standard of energy performance, minimise environmental impacts, relate well to the surrounding context, improve the public realm and respond sensitively to topography changes.

2006 Croydon Council UDP

The adopted UDP identities an area of the Croydon town centre as suitable for tall buildings. The area is broadly consistent with the existing tall buildings in the town centre.

Local Context

The COA has a complex built environment and diverse local community which contribute to its strong and recognisable local character. The COA offers a multitude of roles to different people and is perceived in many different ways. What one person considers a positive feature, another may view as a negative. A relevant example is the presence of lower quality modernist office buildings. For some, these buildings offer cheap 'start-up' business space, whilst for others they represent a visual eyesore, epitomising a town centre suffering from economic decline. The COA is a mixture of these positives and negatives.

The COA's history has been one of short bursts of rapid growth, interspersed by periods of much slower change, or decline. From mediaeval market town to the Victorian centre of suburban Surrey, its location between central London and its rural hinterland has always attracted people, commerce and wealth. The first railways and car based suburbs brought significant change to Croydon and this continued post war with the creation of the Croydon Development Corporation which provided much of the impetus for the growth of offices and the building of Whitgift Shopping Centre and Fairfield Halls.

Today the COA has a commercial centre surrounded by a suburban residential area. The commercial centre is located between East and West Croydon stations and is comprised mainly of retail, office and hotel in a mix of broad shouldered, tall modernist buildings as well as some finer grain historic buildings. Tramlink joins both stations together. Beyond this is a suburban residential area with more traditional high streets. The area is characterised by older, heritage, lower rise residential buildings with some ground floor retail and commercial uses. Dotted among this area are some random tall and bulky modernist buildings and infrastructure that add to a certain tension. Beyond the COA the built environment quickly becomes a lower rise suburban residential area, except to the north of the COA, where the area is still urban in nature.

The COA contains tall, dense commercial, retail, residential and cultural buildings. These buildings stand out in the sky line and their visual imprint is evident across south London. People travel to use these buildings from all over London and the south east. Juxtaposed with its regional position, the COA also has a role as a suburban location, providing local services and facilities for local people. Even within the COA the fringe areas and its immediate surroundings are dominated by low rise, low density suburban housing.

This dual role as both a regional and local centre creates a tension for users. Tall, mono-use commercial buildings located in the core of the COA quickly drop off to low-rise, mono-use suburban residential areas. In many locations across the COA this transition from regional to local scale has resulting in an in cohesive feel of contrasting typologies, density and architectural quality. New development proposals must help to manage and resolve these tensions and to ensure that transition between the regional and local areas is more considerate of its neighbours.

Parts of this character should be retained and enhanced upon, whilst other elements offer scope for flexibility and opportunity for change. The purpose of the OAPF is to recognise the positives and to leverage these to help improve the overall quality of the COA

Modernist architecture is a part of the COA's character and has played an important role in shaping the built environment. The COA contains the largest concentration of modernist buildings in the UK, which contribute to a distinct local character. This has both a positive and negative influence on people's perception of the area. We understand the role of modernist building in the COA to ensure that we do not sweep it away without realising its potential benefits. The OAPF does not propose the wholesale preservation of modernist buildings. Instead it is concerned with identifying good quality modernist pieces that would benefit from additional recognition, as well as identifying aspects that need to be improved.

Croydon's Modernist Past

Croydon town centre is one of the largest collections of unreconstructed eclectic and modernist buildings in western Europe. They are set in an expressway environment, which is in keeping with the architecture, but presents current day planners with a wide range of issues, and even undermines the continuing function of Croydon as a strategic office location.

Many of Croydon's commercial buildings are symbolic of a time of social and economic optimism and freedom of expression that contrast strongly with today's rather pessimistic perspective on development.

Seifert's two buildings, No. 1 Croydon and Corinthian House, are both very typical of the age in which they were designed as bold statements of assertive and fine proportions and confident in their strong, structural expression. Past ambitions have given way to the limitations of post-modern pragmatism.

Modernism is a seminal chapter in our built heritage and should not be ignored. We should not turn our back on it. It influences our cities. Some of its elements are positive, while others do have a negative impact on our places. We should learn from these, we do not have to suffer its failings but we can build upon its positives.

Modernist buildings and infrastructure are not the only built form in the Croydon town centre. The town centre is a mixture of building styles, forms and heights. This gives rise to an interesting and juxtaposed built environment where tall and short, big and small sit side by side. These varied features all contribute to a unique town centre. Other than a few building such as the NLA Tower, Corinthian House and Fairfield Halls, the positive elements of the COA's modernist past have only received limited consideration to date. Given the prominence of the modernist architecture style it is important we understand the qualities it posses and the benefits it can bring to the COA.

It is worth exploring how Croydon's modernism resonates or repels people of different generations and perspectives. We should recognise and learn from the dynamism and confidence that produced such buildings and structures and celebrate the best of them for their inherent value, while encouraging improvement or redevelopment of the rest.

This also applies to the extensive highway and parking areas, including multi-storeys and sub-surface Croydon. Baseline work on these is planned to start shortly.

Some key features of modernist buildings

The general principles of modernist architecture have given rise to a number of recognisable design features that are evident in all manner of modernist buildings. This section is primarily concerned with modernist features in the commercial building. From building to building these features vary in style, presence and quality.

- Recessed lobbies and ground floors - The commercial building typically has a ground level lobby that is both recessed from the street and transparent, giving the building a sense of being lifted from the ground i.e. Corinthian House.

- Lightweight, transparency - Buildings were constructed from steel and glass. Buildings are designed to be lightweight and transparent. This follows the idea that private space should be minimised, and also lightweight and glazed buildings would allow allot more light and air into the buildings.

- The building shell is an envelope for the space - The modernist building was viewed as providing an envelope for the internal space it occupied, whereas the more traditional building was viewed as containing the space with a heavy and closed structure.

- Use of efficient materials - Materials were chosen because of their efficiency, often the cheapest materials were chosen, which have tended not to be the most durable. The exterior of buildings were mostly made from glass, steel and pre-cast concrete.

- Use of innovate ideas and man-made technology - Architects were quick to use innovate and modern technologies in the construction and design of office buildings. In many cases, however, these materials and technologies were sometimes unproven, which has given rise to issues in these buildings today where elements of the buildings are failing.

- Little or no external ornamentation - The structure and theme of the building was the main aesthetic quality. Aesthetic comes from form, and form comes from function. Allot of traditional buildings constructed before the modernist period were adorned with classically influenced ornamentation such as columns and friezes. These ornamental elements disappeared with modernism. This help emphasis a machine-made look. However, modernist buildings are not always devoid of exterior ornamentation i.e. Corinthian House or the NLA tower.

- Regularity of style (horizontal and vertical emphasis) - Traditionally constructed buildings before the modernist period emphasized symmetry, or a balance of elements on either side of a building. For instance, a doorway was typically situated in the middle of a wall, with windows and other structures spaced equally on either side of the doorway. With modernism, symmetry gives way to regularity, which can be seen in the regular lines of windows (focus on horizontal or vertical pattern). Lines of modern architecture are straight and angled rather than curved, gabled and carved. However, entrances are not always located in the middle of a wall. The streamlined spare lines of modern architecture were designed to reflect modern lifestyles that were to become more simplified.

- Open interior floor plans - Modernist office buildings tended to have a more open plan approach with fewer walls. The design and layout of floor plans was functionally driven.

- New expression of space - A key feature of modernist design was the egalitarian provision of space. The old hierarchies of public and private space were to be

done away with and space should be shared equally. Both within the building and around it, space was loosely defined allowing a flow of movement and uses between different spaces. Whilst this open plan adaptability has been successful within the private building (office or home), it has lead to issues within the public realm where the poor definition of public spaces creates underused and uncomfortable spaces which people are unwilling to use.

- Connecting the interior and exterior – Loosely defined space contributes to the flexibility of an area or building floor plan. It should allow an easy flow of movement between the outside and inside of the building, and a connection with nature outside.

- Designed around vehicles – Consistent with the idea of utilising innovation and man made machines, the design of modernist commercial buildings was highly influenced by the growth in the private vehicle. Movement by vehicle was given a very high priority and consequently the spaces around buildings and infrastructure was heavily designed around vehicle movement. These features listed above are common features in the modernist commercial building. These features are not present in all buildings and can vary widely in quality and style from building to building.

The following section includes a qualitative assessment of the existing modernist buildings in the COA against this list of physical attributes. Significant additional work is required to advance this assessment of buildings. This work will be carried out in greater detail with English Heritage and the 20th Century Society.

Fig 23: Preliminary Modernist Building Assessment

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
1. NO.1 Croydon 6	Typical; recessed lobby and ground floor gives a sense of 'lifted'	N/A	N/A	N/A	N/A	Exists; the aesthetics comes from the structure itself	Exists; strong vertical emphasis bur still symmetry	Exists	Typical; very little public realm around the building	N/A	Exists
2. Corinthian House 10	Typical; recessed lobby, ground floor is cut out, building's literally 'lifted'	Exists	Typical	Exists	??	Exists	Exists; strong vertical emphasis and entrance on the side, yet relatively balanced	Exists	Exists	Exists	Typical; ground floor is given to parking space
3. A.M.P. House	N/A	Exists	Exists	Exists	??	N/A	Exists; but relatively balanced	N/A	N/A	Exists	Exists

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
6											
4. Norfolk House 5	N/A	N/A	N/A	Exists	??	Exists	Exists; both vertical and horizontal emphasis	N/A	Exists	Exists	N/A
5. RCGP Croydon Conference Centre 7	Exists; ground floor lobby cut out on both sides of the building	N/A	N/A	N/A	N/A	Typical; simple structure and no external ornamentation at all	Typical; Horizontal	Exists	Typical; very little public realm around the building	Exists	Typical; ground floor is given to parking space
6. St. Anne's House 5	N/A	N/A	N/A	Exists	N/A	Exists	N/A	Exists	Exists	Exists	N/A

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
7. Cambridge House 2	N/A	N/A	N/A	N/A	N/A	Exists	N/A	Exists	N/A	N/A	N/A
8. Carolyn House 7	N/A	Exists	Exists	Exists	N/A	Exists	N/A	Typical	Typical; very little public realm around the building	N/A	Exists
9. Southern House 9	Typical; recessed lobby and ground floor is mostly cut our,	Exists	Exists	N/A	N/A	Exists	Exists: both vertical and horizontal emphasis	Exists	Exists	Exists	Exists

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
	building's literally 'lifted'										
10. Canterbury House 7	N/A	N/A	Exists	Exists	N/A	Exists	Exists; horizontal emphasis	Exists	Exists	N/A	Exists
11. 8 Bedford Park 7	N/A	Exists	N/A	Exists	N/A	Exists	N/A	Exists	Exists	Exists	Exists
12. Lunar House 7	Exists	N/A	N/A	Exists	N/A	Exists	Exists; both vertical and horizontal emphasis	Exists	N/A	Typical	Exists
13. Apollo	Typical	Exists	Exists	Exists	N/A	Exists	Exists; strong	Exists	N/A	Typical	Exists

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
House 9							horizontal emphasis				
14. Suffolk House 6	N/A	Exists	Exists	Exists	N/A	Exists	N/A	Exists	N/A	Exists	N/A
15. Croydon College 2	N/A	N/A	N/A	N/A	N/A	Exists	N/A	N/A	N/A	Exists	N/A
16. Fairfield Halls 5	Exists	Exists	Exists	N/A	N/A	N/A	N/A	N/A	N/A	Exists	Exists
17.	Exists	N/A	N/A	N/A	N/A	N/A	Exists;	N/A	N/A	Exists	Exists

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
Croydon Higher Education College 4							strong horizontal emphasis				
18. Youth Court 5	Exists	N/A	Exists	N/A	N/A	Exists	N/A	N/A	Exists	N/A	Exists
19. Crown and County Court 3	N/A	N/A	N/A	N/A	N/A	Exists	Exists	N/A	N/A	Exists	N/A
20. Go-Ahead House	Exists	N/A	N/A	Exists	N/A	Exists	Exists; yet relatively balanced	N/A	Exists	N/A	Exists

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
6											

	Recessed lobbies and ground floors	Lightweight, transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style (horizontal and vertical emphasis)	Open interior floor plans	New expression of space	Connecting the interior and exterior	Designed around vehicles
21. Leon House 9	Typical	Exists	Exists	Exists	N/A	Typical	Typical; Vertical	Exists	N/A	Exists	Exists
22. Centrillion Point 6	Exists	N/A	N/A	Exists	Exists	Exists	Exists; Veritical	N/A	N/A	Exists	N/A

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
23. 112 High Street 5	Exists	Exists	N/A	Exists	N/A	Exists	N/A	N/A	Typical	N/A	N/A
24. Technology House 5	N/A	Typical	Typical	Typical	N/A	Typical	Exists; horizontal emphasis	N/A	Typical	N/A	N/A
25. Taberner House 8	Exists	Typical	Typical	Exists	N/A	Typical	Typical; Strong vertical emphasis	Exists	N/A	Exists	N/A

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
26. Davis House 5	N/A	N/A	N/A	Exists	N/A	Exists	Exists; vertical emphasis	N/A	Exists	N/A	Exists
27. Green Dragon House 5	N/A	N/A	Exists	Exists	N/A	Exists	N/A	Exists	Exists	N/A	N/A
28. Surrey House 6	N/A	Exists	Exists	Exists	N/A	Exists	N/A	Exists	Typical	N/A	N/A

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
29. 3 Church Road 4	N/A	N/A	N/A	Exists	N/A	N/A	Exists; vertical emphasis	N/A	Exists	N/A	Typical
30. Church Street /Firth Street retail building 3	N/A	N/A	N/A	Exists	N/A	Exists	N/A	N/A	N/A	Exists	N/A
31. George Street/ High Street/ North End retail	N/A	N/A	N/A	Exists	N/A	Exists	N/A	N/A	N/A	Exists	N/A

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
building 3											
32. Electric House 2	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Exists	Exists	N/A
33. 2 Dingwall Avenue 10	Exists	Exists	Exists	Typical	Exists	Exists	Typical; Strong horizontal emphasis	Exists	N/A	Exists	Exists

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
34. 46 St. George Street 6	N/A	Exists	Exists	Exists	N/A	Exists	N/A	Exists	Exists	N/A	N/A
35. St. George House 8	N/A	Typical	Typical	Exists	N/A	Typical	Typical; Strong vertical emphasis	Exists	Exists	Exists	N/A
36. Kathatine House 6	N/A	Exists	Exists	Exists	N/A	Typical	Exists	N/A	N/A	N/A	Exists

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
37. 20 Katarine Street 3	Exists	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Exists	Exists	N/A
38. Whitgift Centre Development 9	N/A	Exists	Exists	Exists	N/A	Exists	Typical	Exists	Exists	Exists	Exists
39. 33 Station Road 7	N/A	Exists	Exists	Exists	N/A	Typical	Typical; Strong horizontal emphasis	Exists	Exists	N/A	N/A

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
40. 253 Tamworth Road 6	N/A	Exists	Exists	Exists	N/A	Typical	N/A	Exists	Exists	N/A	N/A
41. 12 Station Road` 5	N/A	N/A	Exists	Exists	N/A	Typical	N/A	Exists	Exists	N/A	N/A
42. 142 North End 5	N/A	Exists	N/A	N/A	N/A	N/A	Exists	Exists	Exists	N/A	Exists

	Recessed lobbies and ground floors	Lightweight / Transparency	The building shell is an envelope for the space	Use of efficient materials	Use of innovate ideas and man-made technology	Little or no external ornamentation	Regularity of style / horizontal or vertical emphasis	Open interior floor plans	New expression of space (private realms overweight public realms)	Connecting the interior and exterior	Designed around vehicles
43. Quest House 6	N/A	Exists	Exists	Exists	N/A	Exists	N/A	Exists	N/A	N/A	Exists

Based on the above list of modernist architectural features the initial qualitative assessment demonstrates that the NLA Tower and Corinthian House are the strongest examples of modernist architecture as they demonstrate many of the above features. Based on these results both are recommended for statutory listing.

The purpose of this work is to initiate a review of existing modernist buildings in the COA. Further work with the 20th Century Society and English Heritage is required to better inform this analysis. There is an aspiration that this additional work could lead to the identification of additional modernist buildings that do make a positive contribution to the built character of the COA. This work may result in certain buildings being recommended for local listing or being moved from their existing local listing to statutory listing.

7. Public Realm - Connected Croydon

Policy

Policy 2.15 Town Centres requires that development proposals in town centres contribute towards an enhanced environment, urban greening, public realm and links to green infrastructure. The importance of public realm is further reinforced in Policy 2.16 Strategic Outer London Centres (of which the CMC is one) by placing a strong emphasis on creating a distinct and attractive business offer and public realm through design and mixed use development as well as any more specialist forms of accommodation. Policy 7.5 knits the various other public realm requirements within the plan by requiring development to make the public realm comprehensible at a human scale, using gateways, focal points and landmarks as appropriate to help people find their way. Landscape treatment, street furniture and infrastructure should be of the highest quality, have a clear purpose, maintain uncluttered spaces and should contribute to the easy movement of people through the space. Opportunities for the integration of high quality public art should be considered, and opportunities for greening (such as through planting of trees and other soft landscaping wherever possible) should be maximised. Treatment of the public realm should be informed by the heritage values of the place, where appropriate.

Development should incorporate local social infrastructure such as public toilets, drinking water fountains and seating, where appropriate. Development should also reinforce the connection between public spaces and existing local features such as the Blue Ribbon Network and parks and others that may be of heritage significance.

Core Strategy

Croydon's emerging Core Strategy sets the aspiration for Croydon to be London's most enterprising borough and defines it as a place of opportunity, a place to belong and a place with a sustainable future. The Core Strategy identifies Croydon Metropolitan Centre in particular as the place providing the greatest opportunity for positive change, and is seen as having capacity for thousands of new jobs and homes, and includes options for enhancing the quality of the public realm, and providing enhanced facilities and amenities. These will include new educational, cultural, retail, business, leisure and community uses, underpinned by robust green and grey infrastructure.

The CMC has strong public transport connections. With a PTAL level 6; the same as Central London, it has one of the highest PTAL ratings of the outer boroughs. This along with it's strategic location means that it can offer businesses ease of connection to central London and to Gatwick Airports. Despite these strengths, it is failing, in large part due its poor quality environment and poor pedestrian connectivity and legibility to attract and retain large businesses. This has been a contributory factor in falling employment rates, within the CMC, throughout the last two economic cycles.

South Sub Regional Transport Plan

The South Sub Regional Transport Plan Challenges and Opportunities Report highlights the CMC's potential for greatly increased cycling and walking. Central Croydon's accessibility for pedestrians and in particular disabled people is severely constrained by the quality of public realm. The high level of street clutter, narrow pavements, inconsistent or poor signage, physical barriers and subways are difficult to negotiate. Oppressive subways and narrow crowded pavements additionally increase the fear of crime in the area.

Croydon Metropolitan Centre's public realm is dominated by large-scale infrastructure, leaving a disjointed and incoherent environment for pedestrians, cyclists, and public transport users. The two major public transport interchanges at East Croydon and West Croydon suffer from cluttered and poor quality public realm, causing local congestion and inefficient interchange. At East Croydon the railway corridor forms a barrier to east-west movement, disconnecting station users and communities in Addiscombe from the New Town and West Croydon. Wellesley Road and Park Lane currently make up an urban motorway that severs the heart of the town in two. The underpass, pedestrian subways and southern gyratory hinder pedestrian movement and confuse wayfinding. The Croydon Flyover separates the area around Edridge Road from Croydon Metropolitan Centre (CMC). While Roman Way cuts off central Croydon's main green space Wandle Park to the west. Pedestrian areas in the commercial centre of the town – between Frith Street, North End and Wellesley Road operate during the day times only and form an additional severance zone at night. The CMC currently lacks continuity in the cycling network and has no specific facilities for cyclists other than stands, despite central Croydon having an incidence of potentially cyclable trips equivalent to Central London (source: TfL).

This series of obstructions and gaps in the non-motorised movement network cause major problems to the way central Croydon functions, and limit Croydon's potential for residential growth. The poor connectivity constrains major rail, bus and tram interchanges at West and East Croydon, creates a poor setting for retail areas, office and cultural facilities, and presents an uninviting urban realm for potential residents.

As a whole, the poor quality pedestrian environment caused by multiple severances and barriers to pedestrian movement acts as a deterrent to new residential development, particularly family accommodation where the quality of outdoor amenity is a decisive factor. Similarly, commercial developments have difficulties attracting major tenants to Croydon where access to Croydon's excellent transport connections is compromised by cluttered and unattractive public realm.

Croydon Masterplans

Croydon Council has begun the process of regenerating the Croydon Opportunity Area with a series of master planning exercises. Masterplans have now been adopted at East and West Croydon. Masterplans are currently in preparation at Mid Croydon and Fairfield Hall. A fresh masterplan was commenced in Old Town in 2012 and its preparation will continue over the next two years. In the future there may also be potential to prepare a more detailed masterplan for the retail core area.

Along Wellesley road an 'end-state' design has been proposed. This is made up of four phases. However, this current proposal is not the 'end-state' and based on a variety of other issues the final design and layout of Wellesley Road could change significantly depending on other issues as they arise.

The role of the OAPF is to help provide a coherent overview to these various masterplans.

Local Context
Connected Croydon Programme

Over the last three years Croydon Council has been working with various stakeholders (GLA, TfL, Network Rail etc…) and landowners across the COA to improve the quality and permeability of the COA. The basic idea is that a significantly improved public realm will make the COA a more attractive location of residents, employees and visitors. People will want to spend more time in the COA.

The public realm and connectivity measures proposed as part of the Connected Croydon programme have five strategic themes in common:

Connecting Croydon through a simple, legible public realm network - Central Croydon's public realm is dominated by large-scale infrastructure and slab blocks, leaving a disjointed and incoherent environment for pedestrians, cyclists, and public transport users. Improving connectivity by fixing missing links in the public realm network will increase the accessibility and viability of existing commercial space, and unlock new sites for development. The proposed package of improvements fall within the Council's overarching Connected Croydon programme, which coordinates the delivery of all public realm in central Croydon to form a joined up, walkable network. Specific projects that address connectivity include new pedestrian crossings across Wellesley Road at Poplar Walk, Lansdowne Road, and Fairfield Halls.

Making a positive first impression - The public realm around key entrances to central Croydon including East and West Croydon need upgrading to create a positive first impression for potential investors, tenants and visitors. New, high quality, welcoming spaces will provide orientation and legible, direct routes to Croydon's retail and commercial core. Specific projects that improve entrances to the town centre include reconfiguration of the Dingwall Road / Lansdowne Road junction adjacent to the new East Croydon Station Footbridge, and the area around West Croydon train station, bus station and tram stop.

- Strengthening Croydon's retail commercial core - Relatively high levels of vacancy are a symptom of the gradual decline of Croydon's retail core. The area around North End including the Whitgift and Centrale shopping centres has the potential to attract a much improved retail offer with stronger links to the surrounding town centre and a better condition streetscape. Specific projects addressing the shopping experience in Croydon include upgrading Croydon's key high streets; North End, South End, London Road, Church Street and George Street, as well as a new street-level pedestrian crossing connecting the main entrance of the Whitgift Centre to the new East Croydon Station Footbridge.

- Providing a high quality setting that will attract investment - Croydon's poor quality pedestrian environment is a major barrier to investment. The development potential of a number of key regeneration sites could be unlocked by improvements to their surrounding public realm, making areas more attractive for new businesses or residents. Specific projects that provide a higher quality setting to encourage investment include the High Street Regeneration where increased connectivity and activity can increase the viability of the area around St George's Walk, and West Croydon where better amenity space will increase the area's attractiveness as a place to live.

- Reconnecting peripheral areas with regeneration in the centre - Civil unrest in Croydon was concentrated on high street areas on the fringes of the town centre. Working at a detailed scale with smaller businesses and community groups will ensure that regeneration benefits extend beyond the very centre to help address social and economic disparities of surrounding areas and create a balanced economy. Specific projects that help propagate the benefits of regeneration include the Old Town Masterplan which will involve community groups and small business in planning the recovery of the area building on its heritage assets, and West Croydon Interchange which will support the diverse range of ethnic businesses on Station Road and London Road.

Delivery & Implementation

The connected Croydon programme is an active programme of delivery. The design and delivery of projects is continually advancing. As and when future funding is made available either through public or private sector funding it will lead to the delivery of public realm projects. The detailed projects that make up Connected Croydon are set out in chapter 5 of the OAPF.

8. Cherished Spaces

Policy

London Plan Policy 7.6 states that the quality of public realm has a significant influence on quality of life because it affects people's sense of place, security and belonging, as well as having an influence on a range of health and social factors. For this reason, public and private open spaces, should contribute to the highest standards of comfort, security and ease of movement possible. This is emphasised by Policy 5.10, which sets out the Mayor's support for urban greening, such as new planting in the public realm (including streets, squares and plazas).
Croydon Core Strategy

Policy CS4.34 highlights the existence of substantial amounts of underused sites/buildings across Croydon, but particularly in the Croydon Metropolitan Centre. In line with the Council's consideration of such sites laying dormant as a potential opportunity, the Core Strategy promotes the employment of a range of temporary uses including urban greening, urban agriculture and providing space for community groups. Policy CS4.36 emphasises the negative impact that derelict sites and buildings can have on the perception of the borough and the visual quality of the public realm. CS5.4 reinforces a commitment to temporary uses as a means enhance the public realm, to help build social cohesion, support cultural diversity and engender a sense of safety and belonging.

Greater local engagement and active participation in the development of our urban realm is one of the central themes of the coalition government's planning reforms. RIBA London's Forgotten Spaces competition, and in particular the Space Makers Agency spin off project, offer valuable examples of the possibilities for such spaces and ways in which communities can become actively engaged in shaping their environment. Running for its second year in 2011, the Forgotten Spaces competition seeks to bring together groups of architects, designers and artists to explore overlooked and underused spaces around the capital. In addition, this year Space Makers Agency have facilitated the creation of an open map through which the wider public can engage in an 'ongoing conversation about spaces which people feel have become neglected, the different uses, experiences and memories which others may have of those spaces, and the possibilities for what happens to them next'. By adopting such an organic approach to public realm renewal, there are genuine possibilities, for the building of real public ownership and civic pride, for the development of openness and trust.

Local Context

Although perceptions of Croydon are often dominated by the infrastructure and architecture of post-war modernism, the town centre is in fact home to a diverse range of urban forms and architectural styles. It is a patchwork of contrasting imaginings of the urban idyll, of successive grand visions interrupted by the realities of the economic cycle. On the ground, rather than defined by single iconic structures, experiences are shaped by the ways in which these buildings and clusters interact. Whilst the juxtapositions created within such an urban fabric contribute significantly to the character and diversity celebrated in the capital, the shifting hierarchy of spaces and the commercial focus of so much of the development have left behind a trail of forgotten spaces, of unutilised assets waiting to be re-imagined.

A detailed audit within the OAPF boundary identified a total of twenty-three future cherished spaces. These spaces were primarily located around the fringes of the office and retail cores with very few identified within the residential clusters. During this process an additional five sites were identified. These were small-scale cleared development sites whose physical condition suggested that they had been lying dormant for a significant period. All of these sites are located within, or at the edge of, residential areas and may be subject to future development in more favourable economic conditions. However, their ownership and viability as development sites are worthy of further investigation should, for example, additional recreation facilities be sought within these localities.

Defining future cherished spaces

A future cherished space could be small or large – a patch of grass, an empty square, an underpass or flyover, a wasteland or a derelict building. The spaces identified within this survey are public spaces, or those perceived to be public, that are currently detracting from the quality of the public realm, only partially realising their true potential, or that present a significant opportunity to contribute to public realm improvements. The interventions for these spaces could be equally diverse – temporary or permanent, commercial or public. It could range from public art to a community orchard, a pop-up shop to a recreation ground or simple planting and signage. What is important is that it responds to its surroundings and serves a function for the local community. The three categories defined here provide broad classifications for the potential of these sites and the type of interventions that may be suitable. This does not seek to assign specific uses or limit actions, but to begin to link spaces to possible funding streams, existing initiatives and interest groups, and to develop a hierarchy from which programme development and investment can be informed.

The current negative impact of these spaces

Some of the problems associated with empty buildings have already been discussed in the exploration of meanwhile uses and are noted within the policy context for this section. However, it is worth re-emphasising here the detrimental effects that the underuse or misuse of spaces and buildings can have on public and corporate perceptions of an area, and the potential social and economic consequences of this. It is also worth highlighting the increasing importance of effectively exploiting existing assets and opportunities, not only in the context of the current political and economic climate, but also in the pursuit of a more sustainable and inclusive approach to planning and regeneration. This theme is also explored within the demonstration project.

A failure to understand or show adequate consideration for how these spaces respond to, and interact with, their surroundings is at least partly responsible for their deterioration. It is important then, that when attempting to re-imagine and reinvigorate them we do not replicate such mistakes. A number of questions seem pertinent; who has the space been forgotten by? Might it be best left the way it is? Who might see it differently? How do new projects take account of the relationships people already have to a space? How do we stop it becoming forgotten again?

Delivery and Implementation

Future cherished spaces can include attributes from the following:

- Small – a space that is suitable for soft interventions to improve its functionality and/or contribution to the wider public realm, but that is not able to accommodate significant change of use. This may include actions such as the incorporation of planting, public art, street furniture and lighting.

- Substantial - larger sites that have the potential to become significant public spaces in their own right. They may be suitable locations for the testing of a range of temporary uses and for investment in hard and soft landscaping, high quality public art, clusters of street furniture, lighting etc.

- Critical – these are substantial spaces that are also directly adjacent to current or future public movement routes and/or have potential to be linked into initiatives such as Connect Croydon. Their geographical location not only increases their potential to become defining public spaces, but also to impact on overall perceptions of the character and quality of the wider public realm.

Delivering improvements to these spaces

These cherished spaces have been identified in the proposed public realm network. Consequently the delivery of improvements to these spaces will be achieve in the same that other new and improved public realm projects will be delivered. This will be achieved either through individual planning applications helping to improve design and use, or from other public sector funding when and if such funding becomes available. Further information on the delivery of the new and improved public realm network is set out in chapter 4 of the Croydon Town Centre OAPF.

9. Meanwhile Uses

Policy

Policy 4.6 Support for Enhancement of Arts, Culture, Sport and Entertainment Provision support the temporary use of vacant buildings for performance and creative work.
Core Strategy

CS3.6 and 4.4 encourage temporary uses to activate vacant buildings and cleared sites where they contribute to regeneration and enhance the character of the area.

Paragraph 5.9 elaborates further regarding derelict sites and buildings, including empty retail units that are awaiting regeneration/redevelopment can impact on the perception of the town centre and the visual quality of the public realm. They can have an adverse impact on community safety owing to lack of active frontages. A policy to encourage temporary uses can enhance the public realm to help build social cohesion, support cultural diversity and engender a sense of safety and belonging.

Local Context

What is a 'Meanwhile Use'?

In the Croydon context Meanwhile users are private sites and buildings and are therefore separate to the Forgotten Spaces outlined in Section X which deals with public land.

'Meanwhile use' is the temporary use of vacant buildings or land for a socially beneficial purpose until such a time that they can be brought back into commercial use again. It makes practical use of the 'pauses' in property processes, giving the space over to uses that can contribute to quality of life and better places whilst the search for a commercial use is ongoing. (Source – SQW May 2010)

The key findings of an SQW Report from May 2011 researching the Business Case and key learning points is also very useful in helping to conceptualising the type and form of meanwhile uses being established on the ground. These findings are as follows –

The best available estimates suggest that there are over 250 meanwhile projects in place or in preparation in the UK today and that this figure is growing.

Meanwhile uses are evident in almost every region of the UK, although there are 'hotspots', particularly in London and other large cities. The majority of projects are presently in deprived urban areas.

Nearly 75% of meanwhile projects are in vacant retail units, but other types of space are increasingly being brought into use, including offices, housing, pubs, car showrooms and building sites.

A rich mix of activities take place through meanwhile projects – more than half are arts/culture related, but many are also providing informal learning opportunities or providing useful advice and information to residents and businesses. The length of time

of these projects lasts from one week to several years. Most are being delivered by local community groups or social enterprises.

The Meanwhile Lease is increasingly being taken up as a simpler means of arranging a meanwhile use, particularly for projects in shop units.

There are evident benefits from meanwhile projects for all the groups of stakeholders involved:

There are some modest costs and risks from meanwhile use, but the new Meanwhile Lease manages the risks effectively and the costs are very modest, particularly in comparison with the benefits. (Source – SQW May 2010)

Benefits of Meanwhile Uses

Fig 28: Summary of the key benefits, risks and issues

For Landlords	For Occupants	For Wider Public
The security of active occupation	Low cost, low commitment space	Maintaining vibrancy
Lower costs during vacant periods	High profile space	Improving visual attractiveness
Increased prospect of future commercial use	Space for innovation and growth	Attracting visitors and investors
		Preventing area blight or decline
		Making community services more accessible
		Strengthening the third sector
		Promoting wildlife and green space
Cost, risks and issues for landlords	Cost, risks and issues for Occupants	Cost, risks and issues for Local Governments
The main issue is in managing any risks from a short term occupation, and the costs of establishing the new lease, which is why the standard Meanwhile Lease was developed to address these concerns. Practical experience suggests that this is sufficient for most owners' purposes and is easy to use.	For occupiers, the use of premises usually entails some running costs – utility bills, insurance, basic maintenance and sometimes adaption of the space for temporary use – but these are usually significant lower than any commercial arrangement	For councils, the waiving of empty property business rates entails a modest loss of revenue in the short term, but the wider 'place benefits' should outweigh this. The national system of business rates at present contains some disincentives for local authorities to engage in meanwhile use, which would benefit from review.

Key Partners and delivery

The following government report started to establish meanwhile uses a more official concept:

- http://www.communities.gov.uk/archived/publications/planningandbuilding/towncentres . To help make the concept a reality 3 types of standard Meanwhile Lease have been developed:

- A Meanwhile Use Lease, to be used for direct lettings by a landlord to a temporary occupier

- A Meanwhile Use Intermediary Lease, to be used for lettings by a landlord to an intermediary, such as a local authority or voluntary body (this is particularly attractive where a local authority wants to promote a variety of short term uses)

- A Meanwhile Use Sublease for lettings by an intermediary to a temporary occupier.

- More detail about these leases and their use is outlined in the following report http://www.communities.gov.uk/publications/regeneration/meanwhileuselease.

In terms of the key partners you have the meanwhile project http://www.meanwhilespace.com/ who started as part of DTA and act as both policy promoters and also deliver direct schemes. They are focused mainly on shops and users are often creative industries or community based. They also manage a forum where people go for advice http://meanwhilespace.ning.com/. Their funding is a mixture of government grants, consultant fees for workshops and in some cases from Landlords. When they run a project space they usually charge users (albeit a small amount) but provide wifi etc.

Another new partner whose model is beginning to gain recognition is 3Space. 3Space is a charity and the only one with this mandate from the charity commission. This link http://3space.org/about/what-we-offer explains 3Spaces's reasoning for needing an intermediary which helps all parties. Acting as an intermediary is also their unique selling points to landlords (http://3space.org/landlords/why-use-3space). 3Space are focused on helping charities, voluntary groups and social enterprises. These types of organisations are the only ones that can use their space. The space 3Space looks to occupy covers both retail and office, and in some cases industrial. A lot of empty property use is focused on art installations and gallery space. 3Space don't charge for use, however organisations taking on shops are required to self manage in terms of cleaning, wifi and furniture etc. With offices furniture is usually provided. Further information regarding 3Space's rate model is available at http://3space.org/landlords/faq.

Within individual shops there exists a whole host of mostly arts based groups that do delivery specific projects. For instance Dan Thompson who works in a
a similar way as Meanwhile Space, except more focused on arts projects) has a list of these across UK http://www.artistsandmakers.com/staticpages/index.php/esnlondon.

Increasingly more and more Council's are also doing their own thing e.g. Hackney Council (http://artinemptyspacesorguk.site.securepod.com/).

There are also a number of commercial outfits such as http://www.rateablevalue.co.uk/. They work on the basis of finding a user for 42 days and then taking a percentage of the savings. Common uses include Bluetooth installations, storage uses, temporary fit outs etc. These uses can be easily repeated and in the case of offices can be implemented floor by floor. With pop ups becoming fashionable there exists a number of genuine users that can work with in this model but usually the legitimate users work directly with landlords who want the marketing and publicity benefit rather than the rate savings.

Delivery and implementation

There is considerable scope to introduce meanwhile uses into the COA. This should be done as part of the emerging Connected Croydon Programme. In particular the High Streets project presents a great opportunity to link High Street improvements with aspirations of reducing vacancy rates, activating buildings, increasing footfall and visual quality of vacant buildings.

10. Building typologies

Policy

London Plan policy 3.5 requires high quality housing design and table 3.3 sets out minimum housing size standards. The Mayor of London's Housing Design Guide expands on this and identifies a series of design standards that new residential development should adhere to in order to deliver this quality of design. London policy 3.8 requires a variety and mix of housing choice.

London Plan chapter 7 expands on these basic housing requirements and provides further detail on the London's Living places and spaces. Policy 7.1 and 7.4 require new development to build on the existing community and neighbourhood and for new development to be designed to take account of local character. Policy 7.2 requires new development to provide an inclusive environment. Policy 7.3 requires new development to design out crime. Policy 7.6 requires high quality architecture and policy 7.7 notes that tall buildings should only be located in appropriate locations determined through a plan led approach.

The London Plan policy 2.7 identifies the Croydon town centre as opportunity area due to the potential of this part of London to accommodate new growth and redevelopment. There are a large number of vacant brownfield sites as well as underused buildings and sites across the centre that present very plausible development opportunities. The purpose of this opportunity area planning framework is to help guide the development or redevelopment of these sites in line with Mayoral and Council planning and design policy. A key element of this, and central to the Mayor's objective of achieving high quality design and living standards is this component on the building typologies. This section proposes eight building typologies from small infill residential schemes to large, tall mixed-use residential and commercial buildings.

Policy CS2.6 requires new homes in the COA to provide residents with lifetime homes that will contribute to sustainable communities.

Local Context

At 194 ha in size the COA is a relatively small opportunity area when compared with other London opportunity areas. The majority of existing buildings in the COA are split between commercial (office and hotel), retail and residential and these building types range in age, architecture and quality.

The OAPF looks to focus commercial floor space within a central commercial area consisting of New Town & East Croydon, along parts of Wellesley Road, and parts of the Civic and Cultural area. The primary comparison goods retailing is to be consolidated around North End (Retail Core) with a more mixed retail offer along the other existing high streets. These areas would also be expected to contain a mix of other uses including residential, community and cultural uses. Beyond this central area, the primary use would be residential along with other smaller scale local retailing and community uses.

This is a general land use approach and the OAPF will retain a flexible application to land uses on all sites i.e. commercial uses would still be acceptable in other locations across the COA, albeit, they would need to be justified. Similarly some commercial

buildings in the central commercial area, for example in New Town, may be converted or redeveloped to residential if demand is evident. This flexible approach is necessary to ensure that building proposals can respond to market changes and achieve a greater mix of uses, allowing site-specific proposals to be realised

This general land use approach will have a number of impacts on built form in the COA. The primary implication of the OAPF land use approach is the identification of three broad development areas within the COA, including; the central area, the outer area, and the edge area.

Future development in the COA will be most dense, and tallest, around the central area of the COA. Moving out from the central area, into the edge and outer areas of the COA, the number of tall buildings, the overriding building heights, and building densities will reduce. Applicants will need to take account of their location within the COA i.e. central, outer or edge area, which provide a general approach to built form.

In addition to the general land use approach set out above, applicants will also be expected to refer the building typologies set out below. Seven building typologies have been proposed;

- Infill residential led
- Mid rise residential led
- Adjacent infrastructure residential led
- Residential above retail shopping centres
- Tall residential towers
- Commercial buildings
- Mixed use commercial and residential

The five residential led typologies each have their own planning and design standards. These have been prepared in conjunction with McCreanor Lavington Architects. The following section provides additional detail on these typologies. These typologies are indicative and do not have to be replicated. However, it should be noted that they do deliver the Mayor's and Croydon Council's design and planning aspirations for new residential in the COA. As such where new residential schemes vary significantly from these standards, then robust justification should be provided within the planning application. The following section provides additional planning and design standards for each residential-led building typology. These typologies have been used to help determine the overall residential capacity figure of 7,300 homes.

In addition, to the five residential-led typologies, two commercial-led building typologies are also proposed. These commercial typologies were used to inform the development capacity model and resulted in the 95,000 sqm. of additional commercial capacity. However the OAPF does not include these indicative commercial typologies. The detailed design of new commercial buildings will be discussed on a case-by-case basis and based on policy, best practice at that time and market requirements.
Using building typologies to demonstrate residential capacity

Fig 29: The capacity by residential typology.

GOOD AND POSSIBLE SITES	Total:	
Tall resi. building	1435	*20.0%*
Commercial buildings	0	*0.0%*
Resi. adjacent infrastructure	632	*9.0%*
Mid rise resi.	1985	*27.0%*
Infill resi.	214	*4.0%*
Mixed use	2078	*23.0%*
Retail centre with resi. above	1250	*17.0%*
TOTAL:	***7594***	***100.0%***

The table demonstrates that approximately 41% of new buildings in the town centre would be provided as mid rise, infill residential and residential adjacent infrastructure which, as set out below, would come in the form of buildings below 12-storeys. 59% of residential would be in taller residential buildings.

Delivery & Implementation

Five indicative residential-led building typologies.

1. Historic infill sites

Historic infill sites make up the gaps within the traditional urban blocks of the town centre. These are often smaller sites hemmed in by existing lower rise development and typically the sites will not be much larger than 0.6ha in size. The majority of this development type will be focussed around the outer area of the town centre, in the southern fringe and Old Town and the northern fringe. Some of the key characteristics of this building typology include;

- Density

This would be the lowest residential density sites. New residential densities could be in the region of 65 to 100 units per hectare.

- Building heights

Building heights would be in the region of 2 to 5-storeys. Building heights would be governed by the surrounding context. Sporadic, stand alone tall buildings should have limited weight in determining the predominant surrounding height context. Applicants will be expected to assess their proposals against the requirements in the London Plan, Core Strategy and the OAPF.

- Amenity

All residential development would be expected to provide some level of amenity space. In the first instance new development should seek to provide outdoor private or communal amenity space, however, it can be accepted that some infill developments could struggle to provide this where there is a constrained site. For an applicant to justify any variation from not providing amenity space on-site they must provide a robust justification. Alternative amenity spaces could be provided as balconies, roof

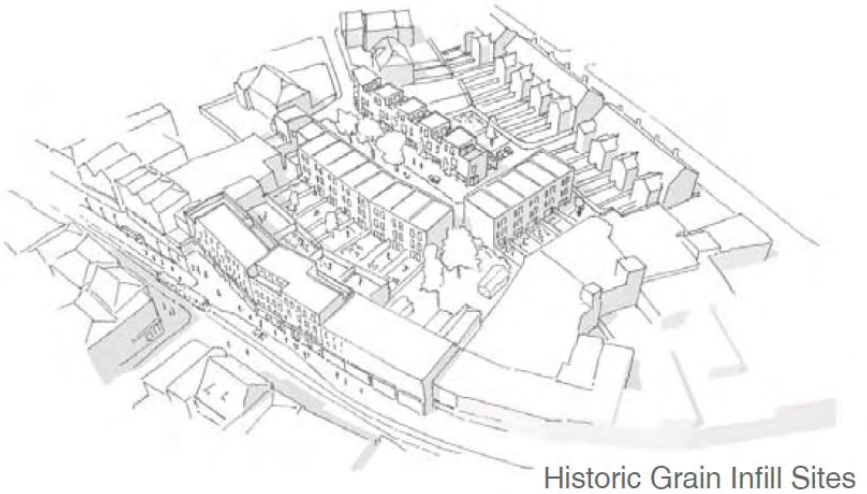
terraces or as larger homes that would be able to accommodate internal play areas. All development will also be expected to contribute to the OAPF public realm strategy.

- Car parking standards

Final car parking standards are still to be agreed with TfL and the Council. Car parking can either be provided within the cartilage of the site as under croft parking, garages or on-street close to the home. However, where car parking is provided on-street its location should not dominate the streetscape and should be sensitively designed and located.

- Building form

The majority of infill development will be standard terraced housing of various forms, or small blocks of flats. There may be some scope to include small scale commercial infill buildings.



Historic Grain Infill Sites

2. Mid rise residential-led buildings

Mid rise development is the single most common development typology planned for the Croydon town centre, providing approximately 28% of the residential capacity (nearly 1,100 homes). It covers sites of all sizes, and can form part of a larger redevelopment plan that could also include other building typologies. Within the core area this equates to 20% of overall homes and in the outer area it is 60% of homes. Mid rise developments have a wide range of surrounding characteristics. This mid rise typology can be quite varied and the indicative range below must be considered on a site by site basis.

- Density

Residential density ranges from 110 to 175 units per hectare.

- Building heights

Building heights could be up to 12-storeys in the core area. Determining the exact height would be based on site specific circumstances. Applicants will be expected to

assess their proposals against the requirements in the London Plan, Core Strategy and the OAPF.

- Amenity space

All residential development are expected to provide some level of amenity space. Communal private amenity spaces would be required as communal courtyards and/or roof terraces. Private amenity spaces should also be provided as useable balconies and terraces. All development will also be expected to contribute to the OAPF public realm strategy.

- Car parking standards

Final car parking standards are still to be agreed with TfL and the Council. Car parking can either be provided within the cartilage of the site as under croft parking, underground parking, or on-street parking close to the home. Where car parking is provided on-street it should be located so as not to dominate the streetscape.

- Building form

The majority of mid rise development would be medium to larger blocks of flats, including stacked maisonettes. Could include ground or lower floor commercial space or have residential down to ground level.

Mid-Rise Sites

3. Buildings adjacent infrastructure

The 'adjacent infrastructure' typology is relevant across the whole of the town centre and could be applied in either the core or the outer area as large pieces of infrastructure run through the whole of the centre. The main pieces of large scale infrastructure include; Wellesley Road, the Croydon Flyover, Roman Road, East Croydon station and the London to Brighton train line and West Croydon station and the London to South West train line.

These pieces of infrastructure give rise to a number of difficult site issues that need to be mitigated against in order to create quality residential environments. These issues include (but are not limited to); excessive noise, reduced access, poor outlook, limited cooling ability, construction issues and air quality impacts. These issues generally impact on the design of the scheme and can increase the cost of development.

In terms of development potential, context and density these sites are comparable to the mid rise building typology. However, applicants will be expected to demonstrate how the design of the proposed building is satisfactorily addressing issues of noise and air quality resulting from the adjacent infrastructure.

- Density

An appropriate residential density range would be from 110 to 175 units per hectare and would be dependent on if the proposed site is in the outer area where a lower density would be more in keeping with its context, or in the inner area where a higher density could be more acceptable.

- Building heights

Building heights could be up to 12 or event 15-storeys depending on site specific circumstances. Applicants will be expected to assess their proposals against the requirements in the London Plan, Core Strategy and the OAPF.

- Amenity space

Residential development is expected to provide amenity space. Communal, or private amenity spaces could be provided as communal courtyards and/or roof terraces. Private amenity spaces should be provided as useable balconies and terraces. All development will also be expected to contribute to the OAPF public realm strategy. The applicant should identify the main function of the spaces but allow flexibility in design to enable use by all ages and social cohesion.

- Car parking standards

Final car parking standards are still to be agreed with TfL and the Council. Car parking can either be provided within the cartilage of the site as under croft parking, underground parking, or on-street parking close to the home. Where car parking is provided on-street it should be located so as not to dominate the streetscape.

- Building form

The majority of mid rise development would be medium to larger blocks of flats, including stacked maisonettes. Could include ground or lower floor commercial space or have residential down to ground level.

- Additional design requirements

To ensure a quality internal residential environment, no residential units either overlooking or directly affected by infrastructure, they would need to be single aspect units. This could result in longer, but thinner building blocks running along the edge of the infrastructure.

Private and communal amenity spaces would need to be sufficiently protected from the impacts of the adjacent infrastructure. At the same time these amenity spaces would still need to receive sufficient levels of sun and daylight to make them pleasant and useable amenity spaces.

Sites Adjacent to Infrastructure

4. Shopping centre with a mix of a residential

There are two large retail centres in the core of the town and both occupy large building footprints. An incremental or comprehensive redevelopment of these blocks presents a significant opportunity for the town centre.

Primary redevelopment objectives would focus on retaining and improving the retail competiveness of the retail core; improving permeability across the area; improving the public realm and general shopping environment; and achieving a mix of uses including residential. To ensure this areas on-going retail competitiveness, unlike elsewhere in the town centre, the basic urban plan would be geared towards the efficiencies of retail planning rather than residential, which is acceptable. However, there would still be a need for redevelopment to include a mix of uses including residential. Achieving a mix of uses is central to creating a mixed town centre that has sufficient levels of activity across the day and night to make the centre feel safe and well used. The mix of residential can either be delivered above or with the retailing on separate sites. Regardless of which approach adopted the minimum capacity figures for each relevant character area needs to be achieved.

- Density

Residential density ranges from 110 to 175 units per hectare

- Building heights

Building heights would be in the region of up to 10-storeys in the outer area and 12-storeys in the core area and based on site specific circumstances. Applicants will be expected to assess their proposals against the requirements in the London Plan, Core Strategy and the OAPF.

- Amenity space

Residential development is expected to provide amenity space. This can be provided as either communal, or private amenity spaces as courtyards and/or roof terraces. Above the retail blocks larger amenity spaces can be provided due to the scale of the roof space. In addition private amenity spaces should be provided as useable balconies and

terraces. All development will also be expected to contribute to the OAPF public realm strategy.

- Car parking standards

Car parking standards to be agreed with TfL and the Council. A retail car parking strategy is currently being prepared as part of this OAPF. Residential and other car parking would be provided as under-croft or underground.

- Building form

Residential above retail would include a mix of tall buildings and mid rise.

5. Tall residential-led buildings

Tall buildings are an existing feature of the Croydon town centre. Currently the majority of these buildings are commercial, however, in recent years a number taller residential buildings have emerged. In the future, taller residential buildings will become a more common feature in the town centre. These new tall buildings will be focussed in the tall building zones of the New Town, Civic and Cultural, Retail Core and West Croydon character areas. As set out in the building heights section, the rationale for focussing tall buildings in these areas is to reduce the potential harmful impacts on surrounding residential properties and amenity space.

- Density

Tall buildings will have the highest residential density up to 405 units per ha.

- Building heights

Appropriate heights for tall buildings will be determined based on the criteria set out in the building heights. Applicants will be expected to assess their proposals against the requirements in the London Plan, Core Strategy and the OAPF.

- Amenity space

All residential development is expected to provide amenity space. In tall residential buildings amenity space will be provided as communal areas either at ground level; on raised podiums above ground level; on roof terraces. In addition, balconies and larger unit sizes can provide some level of amenity space. Also amenity space can be provided internally in communal areas within the building. All development will also be expected to contribute to the OAPF public realm strategy.

- Car parking standards

Car parking standards to be agreed with TfL and the Council. A retail car parking strategy is currently being prepared as part of this OAPF. Residential and other car parking would be provided as under-croft or underground.

- Building form

Tall buildings will deliver a large portion of new residential development in the town centre in the form of; stand alone tall buildings; part of a new retail development; as mixed use schemes; and as part of new tall building and mid-rise schemes.

Tall Building Sites

Two commercial led building typologies

To help inform the overall commercial space capacity of the COA. The OAPF includes an assessment of existing and permitted commercial buildings across the centre. Based on this assessment a 7.6 sqm. plot ratio is considered a standard plot ratio level for new commercial space in the town centre.

This plot ratio has in turn be used to inform the quantum of new commercial development that could be achieved on commercial sites in the COA. This has resulted in the figure of 95,000 sqm. of new commercial space in the COA as set out in the Core Strategy and OAPF.

In addition, to the above plot ratio, new commercial buildings will be expected to make a contribution towards amenity space, both public and private amenity space. Private amenity space should be included within the design of commercial space for employees and visitors, given the amount of time people spend in commercial they should include

functional and useful amenity spaces for employees. In addition, tall commercial buildings will be required to contribute to public amenity spaces and further information on this is included in the OAPF.

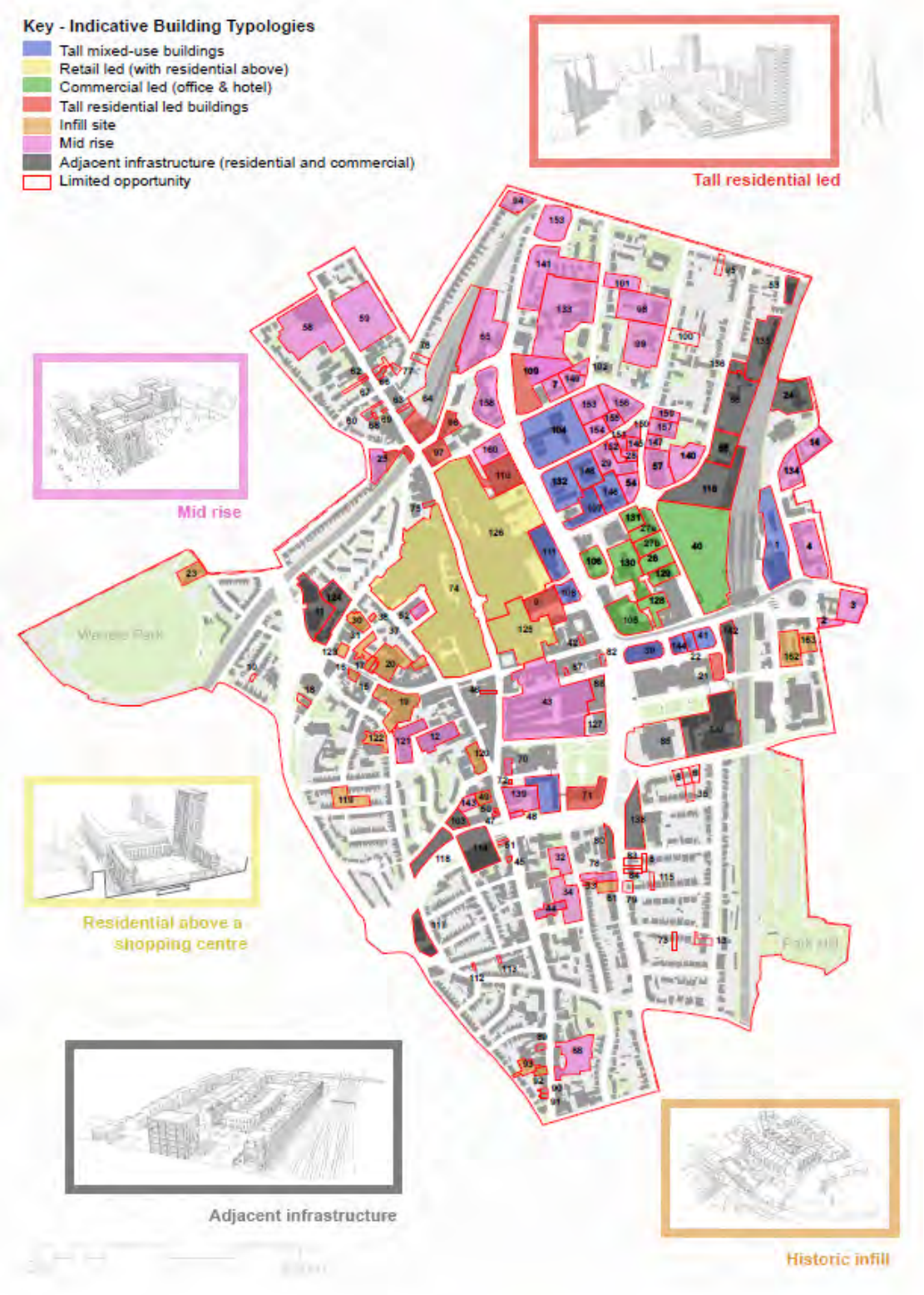
The indicative commercial building typology has been determined using averages from a number of recent schemes incorporating commercial space in the COA that are either currently under construction or in the planning process as outlined below.

Fig 30: Details of other office schemes in the COA

	GEA office sqm	Site area sqm	Avg. storeys	Average office sqm per site
Lansdowne Rd	22,000	2,000	14	11
Cherry Orchard Rd	36,150	5,300	10 (3600 sqm per floor)	7
Ruskin Square	120,000	20,300	12	6
Council offices	6,466	685	11	9
Chroma (Planning App)	32,583	2,203	17	14.79
Impact House (new)	14,041	2,760	16	5.1
Prospect First (new)	20,067	10000 (approx less carparking)	10	2
13-16 Dingwall Road (Planning App)	31,628	2700		11.7
				Total Av. 7.6 sqm of commercial space per sqm of site area

Average the office floor space density of the above schemes gives an average figure of 7.6sqm of commercial floor space per sqm of site area.

Fig 31: Application of the OAPF indicative building typologies to the opportunity sites in the COA



11. Transport and Parking Strategy

This transport strategy should be read in conjunction with the Strategic Transport Study developed by TfL, which is a separate document to the OAPF.

Policy

London Plan Policy 6.1 seeks to ensure integration between transport and development. This is achieved by encouraging patterns and forms of development that reduce the need to travel by car as well as improving public transport, walking and cycling accessibility in areas designated for development and regeneration, including OAs.

High density development with high trip generation characteristics is only considered acceptable in locations which have good access to public transport and where the existing or committed levels of transport capacity are sufficient to absorb the impacts of development. This is therefore relevant for the whole of the CMC but particularly for the 6 areas identified as part of the OAPF work and consisting of the New Town (including East Croydon), West Croydon, Southern Fringe/Old Town, the Northern Fringe, the Retail Core and the Civic & Cultural Quarter.

Policy 6.3 of the London Plan requires all new major developments to be assessed by the GLA, TfL and the appropriate Council against the relevant planning policies to ensure that they meet the above criteria or provide adequate mitigation, including transport improvements, to allow development to proceed.
Core Strategy

The Core Strategy supports sustainable travel choices, as well as promoting the co-location of facilities in order to reduce the need to travel. Specifically, policy CS9 states that:

- The Council will actively manage the pattern of urban growth and use of land to make the fullest use of public transport and to co-locate facilities in order to reduce the need to travel. Major generators of travel demand will be focussed in the CMC and District Centres near to major public transport interchanges; and
- Growth in homes, jobs and associated facilities will be directed and concentrated in areas highly accessible by walking and cycling and with high Public Transport Accessibility Levels or in areas with development opportunities where Public Transport Accessibility Levels or accessibility by walking and cycling can be increased via infrastructure improvements.

The Core Strategy also requires the integration of transport and development, to ensure that the effects of development are appropriately mitigated, by ensuring that:
Major development proposals will be required, where appropriate, to be supported by transport assessments, produce travel plans, construction logistics plans and delivery/servicing plans.