

PLANNING APPLICATIONS COMMITTEE

11th August 2016

UPRN	APPLICATION NO. 15/P1156	DATE VALID 19.06.2015
Address/Site	40 Station Road, Colliers Wood, London, SW19 2LP	
(Ward)	Abbey	
Proposal:	Demolition of the existing retail warehouse [476 square metres - use class B8] and the construction of 9 residential units including 2 four bedroom houses fronting Station Road arranged over two floors and the roof space and a part two storey, part three storey block of flats overlooking the River Wandle providing 2 one bedroom, 3 two bedroom and 2 three bedroom flats with 4 off street car parking spaces accessed from Station Road and associated amenity space.	
Drawing No's:	Site location plan, drawings;001/PL/201 G, 001/PL/202 G, 001/PL/203 G, 001/PL/207, 001/PL/250 G & 001/PL/252 B	
Contact Officer:	Leigh Harrington (020 8545 3836)	

RECOMMENDATION

Grant permission subject to sect 106 agreement for improvements to the pathway surface and lighting to the public right of way to the side of the site and conditions.

CHECKLIST INFORMATION.

- S106 Heads of agreement: Yes
 - Is a screening opinion required: No
 - Is an Environmental Statement required: No
 - Has an Environmental Impact Assessment been submitted –No
 - Design Review Panel consulted – Yes
 - Number of neighbours consulted – 75
 - Press notice – No
 - Site notice – Yes
 - External consultations: Metropolitan Police, Thames Water, Greater London Archaeological Advice Service, Environment Agency
 - Number of jobs created – n/a
 - Density 100 units per ha
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1. INTRODUCTION

- 1.1 The application is brought before PAC due to the level of objection to the proposal and for authority to enter into a section 106 agreement for improvements to the pathway surface and lighting to the public right of way to the side of the site.

2. SITE AND SURROUNDINGS

- 2.1 This is a 0.09 hectare roughly rectangular shaped site located on the north side of Station Road in Colliers Wood. The site is currently occupied by a discount furniture warehouse and is situated directly to the west of a public right of way adjacent to the River Wandle that links Station Road and Dane Road.
- 2.2 The site is not within a Conservation Area or Controlled Parking Zone but is located within an Archaeological Priority Zone.
- 2.3 The application site enjoys reasonable access to public transport, (PTAL level 3).

3. CURRENT PROPOSAL

- 3.1 Demolition of the existing retail warehouse [476 square metres - use Class B8] and the construction of 9 residential units including 2 four bedroom houses fronting Station Road arranged over two floors and the roof space and a part two storey, part three storey block of flats overlooking the River Wandle providing 2 one bedroom, 3 two bedroom and 2 three bedroom flats with 4 off street car parking spaces accessed from Station Road and associated amenity space.
- 3.2 On the ground floor the parking layout has been revised as per officer suggestion such that the four bays are now at a normal level to the roadway. Refuse storage would also be provided on the Station Road elevation. To the west of the site there would be two 4 bedroom houses with front gardens facing Station Road. The entrance to the flats separates the houses from the main block. A secure cycle store for the flats is located on the main entrance corridor. The ground floor of the block comprises three flats all with amenity space overlooking the footpath and river and set behind low maintenance shrubbery. The ground floor also provides a rear communal outdoor amenity space accessible from all the units.
- 3.3 The first floor of the block of flats provides a further three flats whilst the whole of the second floor of the block is given to a large three bedroom unit set under a tiled sloped roof, the design of which has been amended to address officer concerns regarding the appearance. The buildings will be finished in exposed brickwork. A living wall that was included in the original drawings has subsequently been removed from the proposals.

4. **PLANNING HISTORY**

- 4.1 13/P3733 Demolition of existing retail warehouse and erection of 2 x dwellinghouses and 7 x self-contained flats, with associated amenity space, parking and landscaping withdrawn by applicant.

5. **CONSULTATION**

- 5.1 The proposal was publicised by means of site notices and letters were sent to 75 neighbouring occupiers. In response 5 objection letters have been received from local residents raising the following issues:

- Omissions and inaccuracies in the Heritage Statement
- 'Wimbledon Riverside' is misleading name for this site
- Concerns that the living wall and alley to the rear of 40-60 Dane Road will make access for burglars easier, there should be no gate. (officer comment: now removed from the proposal)
- Three storeys will block out light to gardens in Dane Road and be an eyesore. They should be no higher than those in Dane Road, i.e. 2 storeys.
- Should consider surrounding building styles and be compatible with the area
- It should minimise overlooking
- Rear should not extend to the boundary
- No affordable housing provided
- Proposal will increase residential occupancy in Station Road by 50%
- Alters the character of the road which is now half residential; and half business.
- Increase noise, traffic and activity
- 4 Off street spaces not enough for 9 units

- 5.3 The **Metropolitan Police Safer by Design Officer** has been consulted throughout the design process and commented on the final drawings; "The amendments I have noted are the incorporation of private amenity areas to the ground floor flats adjacent to the river footpath, car parking bays within the front gardens of the two houses, and the bin store being moved to the front of the site. These changes are all preferable security considerations. The design of the bin store should not offer seating for loiterers".

- 5.4 **Thames Water** raised no objection but requested conditions relating to piling and informatives be added to any grant of planning permission.

- 5.5 **Flood risk management** raised no objections subject to conditions relating to floor levels and a scheme for dealing with surface water drainage

- 5.6 **Transport for London** raised no objection to the proposals subject to conditions relating to cycle provision and a Construction Logistics Plan

- 5.7 **Environmental Health** officers were consulted on the proposals and had no objections

- 5.8 **Greater London Archaeological Advisory Service** raised no objection but given the sites location near a Scheduled Ancient Monument (Merton Priory) they requested conditions relating to a written scheme of Investigation and an archaeological evaluation being undertaken post demolition and prior to any below ground work.
- 5.9 **Climate Change**; raised no objections to the proposals subject to the imposition of suitable conditions
- 5.10 **Arboricultural officer**; no objections but observed that trees should be protected during works and recommended relevant conditions to achieve this.

6. POLICY CONTEXT

- 6.1 Relevant policies in the London Plan (March 2015) are 3.3 (Increasing Housing Supply), 3.4 (Optimising Housing Potential), 3.5 (Quality and Design of Housing Development), 3.8 (Housing Choice), 5.1 (Climate Change), 5.3 (Sustainable Design and Construction), 5.13 (Sustainable drainage), 6.9 (Cycling), 6.13 (Parking), 7.4 (Local Character), 7.5 (Public realm), 7.6 (Architecture), 7.15 (Reducing and managing noise), 7.8 (Heritage assets) 7.21 (Trees and woodlands).
- 6.2 Relevant policies in the Core Strategy (July 2011) are CS8 (Housing Choice), CS9 (Housing Provision), CS11 (Infrastructure), CS 13 (Open space), CS14 (Design), CS15 (Climate Change), CS 16 (Flood risk management).CS 17 (Waste Management), CS18 (Active Transport), CS19 (Public Transport), CS20 (Parking, Servicing and Delivery).
- 6.3 Relevant policies in the Adopted Sites and Policies Plan 2014 are DM D1 (Urban Design and the Public Realm), DM D2 (Design considerations in all developments), DM D3 (Alterations and extensions to buildings), DM D4 (Heritage assets), DM E3 (protection of scattered employment sites), DM EP 2 (Reducing and mitigating against noise), DM EP 4 (Pollutants), DM F2 (Sustainable urban drainage systems), DM O2 (Nature conservation), DM T1 (Support for sustainable transport and active travel), DM T2 (Transport impacts of development), DM T3 Car parking and servicing standards.
- 6.4 London Housing SPG 2016
- 6.5 DCLG Technical housing standards March 2015

7. PLANNING CONSIDERATIONS

- 7.1 The main planning considerations include the loss of the existing scattered employment site; housing targets, and standard of accommodation; impact on neighbouring amenity; parking and servicing; Flood risk, archaeology & planning obligations.

- 7.2 Loss of the existing commercial use
SPP policy DM E3 is concerned with the protection of scattered employment sites. The policy defines those employment uses to be those with Use Class B1 (a), (b) & (c) B2 & B8 as well as appropriate sui generis uses. The furniture store being and B8 furniture warehouse use would be covered by this policy. However, the applicant submitted sufficient marketing evidence to demonstrate that alternative uses for the site were not viable and therefore the proposal complies with the requirements in Policy DM E3.
- 7.3 The principle of residential development on the site
Currently Policy CS. 9 within the Council's Adopted Core Strategy [July 2011] and policy 3.3 of the London Plan [March 2015] state that the Council will work with housing providers to provide a minimum of 4,107 additional homes [411 new dwellings annually] between 2015 and 2025. The site currently has a commercial use on site but is adjacent to the residential developments of Station Road and Dane Road. Consequently, subject to suitable conditions, officers consider that the site would be acceptable for residential occupation as a continuation of the surrounding residential area. This proposal will provide 2 new houses and 7 new flats ranging in size from one bedroom units up to three bedroom units suitable for family accommodation and is therefore considered to accord with these policies.
- 7.4 Standard of Accommodation and Amenity Space
The London Plan (2015) (Policy 3.5) and its supporting document, The London Housing Supplementary Planning Guidance 2016 provide detailed guidance on minimum room sizes and amenity space. These recommended minimum Gross Internal Area space standards are based on the numbers of bedrooms and therefore likely future occupiers. The two houses and each flat either meet or exceed this standard, with all habitable rooms receiving reasonable levels of daylight, outlook and natural ventilation. With the exception of the three first floor flats, each unit meets or exceeds the minimum requirement for private amenity space. However all these units have a small balcony as well as access to the communal amenity space and have views to two elevations and consequently given the high standard of design officers do not consider that a small deficit in private amenity space in these circumstances would warrant a refusal of planning permission.

Floor and Amenity space provision

Unit	Floor Area m2	London Plan GIA standard m2	Amenity space m2 & communal	London Plan Standard m2
House A 4b5p	108	103	49.4 + 50 Front garden	50
House B 4b5p	108	103	27 + 40 Front garden	50
Apt 1 2b4p	77.5	70	12.5 + 4.2	8
Apt 2 1b2p	53.5	50	17.4	5
Apt 3 2b4p	77.3	70	31.7	7
Apt 4 3b6p	100	90	4	9
Apt 5 2b4p	76.3	70	4	7
Apt 6 1b2p	50.1	50	3	5
Apt 7 3b6p	138	90	22.2+4.9+4.5	9

NB: Flats also share 156m2 communal rear garden space.

7.5 Security and improvements to the public realm.

Sites and Policies Plan policy DM D2 requires proposals to provide layouts that are safe and secure and take account of crime prevention. The Metropolitan Police Safer by Design Officer has been consulted on the developing plans and her comments have been incorporated into the design. The same policy requires the provision of well designed public areas and routes and facilitating the natural surveillance of the public realm from adjacent buildings. The palisade fencing that currently separates the site from the footpath would need to be removed and there would be on site low maintenance shrubbery to offer a buffer between the amenity areas and the footpath. However in order to ensure a safe public realm a section 106 agreement is recommended to allow for the provision of the resurfacing of the footpath between Station Road and Dane Road and the provision of two extra street lights to improve safety along the footpath.

7.6 Neighbours raised concerns relating to possible access to the rear of gardens in Dane Road. There will be no unrestricted access to this area and the living wall, which neighbours considered may provide climbing aids to burglars, has been removed from the scheme.

7.7 Design

London Plan policy 7.4, Sites and Policies Plan policies DM D1and

DM D2: as well as LBM Core Strategy Policy CS14 are all policies designed to ensure that proposals are well designed and in keeping with the character of the local area. The Council's Urban Design officer has been involved in refining the scheme with involvement and suggestions from The Metropolitan Police Safer by Design Officer and planning officers. A number of alterations have been made to the exterior design, parking layout, amenity space, internal corridors, roof design and building alignment such that officers are supportive of the design and materials which are considered to reflect the heritage of this part of the Wandle valley.

7.8 Neighbour Amenity

London Plan policy 7.6 and SPP policy DM D2 require that proposals will not have a negative impact on neighbour amenity in terms of loss of light, visual intrusion or noise and disturbance. The two houses will be the closest to neighbouring houses but as there is a physical separation and the two buildings follow similar alignments, the impact on the adjacent neighbours is considered minimal. The majority of the development is situated closer to the river and the rear of gardens in Dane Road. In terms of bulk and massing and relation to neighbours, the proposals are considered to have less impact than the existing building on site. The buildings design and layout is such that views from the proposed fenestration would not look directly into neighbouring rooms and views over the gardens will not create unsatisfactory levels of overlooking.

7.9 Traffic, Parking and Servicing

This issue was raised in objections to the proposals. With regards to increased traffic levels, the Council's Transport planning officer is satisfied that the level of vehicle movements generated are unlikely to be greater than the current use of the site as a retail furniture warehouse and therefore the proposals will not have an adverse impact on the local highway network.

7.10 In terms of parking, current central government and Mayoral guidance seeks to encourage use of sustainable travel modes and to reduce reliance on private car travel. To this end there are only guidelines on the maximum level of parking that should be provided rather than a minimum. The proposals will provide a dedicated off-street space for each house and for both of the three bedroom apartments which are those units most likely to have cars. Consequently, given the level of on-site parking, it is considered that the development would be unlikely to result in adverse impacts for highway safety or increased demand for on-street parking to an extent that would warrant refusal of the scheme. Transport for London raised no objections to the proposals.

7.11 The proposed level of cycle parking for the flats meets the London Plan minimum standards and is consequently considered acceptable. There is a requirement for the cycle storage to be secure and

therefore a condition requiring details to be approved is also recommended. The houses would have sufficient space in the rear gardens to store cycles.

7.12 Flood risk. Both the Environment Agency and Thames Water were consulted on the proposals. Neither had objections to the proposals but given the sites proximity to the Wandle and the Thames Water sewer system they requested conditions be imposed ensuring that the foundation design be approved to protect the sewers and groundwater. An informative reminding the applicant that they would still require the written consent of the Environment Agency to undertake a development on this site (It is within 8m of the River Wandle) is also recommended. The council's flood risk engineer was also consulted and requested conditions be imposed with regards to floor levels and details of sustainable urban drainage systems being approved to ensure protection from flooding and appropriate surface water drainage.

7.13 Contaminated land

The site is classed by the Environment Agency as an industrial unit located within Source Protection Zone 1 and 2 which show the risk of contamination from any activities that might cause pollution to groundwater sources used for public drinking water supply. The Environment Agency have no objection to the proposals but require the imposition of suitable conditions relating to potential land contamination, remediation and verification so that if there are any pollutants on site they do not find their way into the groundwater or river.

7.14 Archaeology.

The site is located within an Archaeological Priority Zone and therefore GLAAS were involved in discussions at an early stage to ensure that the proposals would accord with London Plan policy 7.8 and SPP policy DM D4 and not harm any heritage assets. GLAAS were satisfied that this could be facilitated through the imposition of a condition that requires a two-stage process of archaeological investigation comprising: firstly, evaluation to clarify the nature and extent of surviving remains, followed, if necessary, by a full investigation. An archaeological field evaluation involves exploratory fieldwork to determine if significant remains are present on a site and if so to define their character, extent, quality and preservation. Field evaluation may involve one or more techniques depending on the nature of the site and its archaeological potential. It will normally include excavation of trial trenches.

8. SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS

8.1 A Written Ministerial Statement dated March 2015 and Planning Practice Guidance set out the government's approach for the setting of housing standards for new housing. There is a new system of Building

Regulations (BR) with new additional optional BR on water efficiency and access and a new national space standard. The Code for Sustainable Homes and BREEAM standards cannot be applied under the new system and neither can Lifetime Homes Standards. Consequently conditions in this regard are no longer required.

- 8.2 The proposal does not constitute Schedule 1 or Schedule 2 development. Accordingly, there are no requirements in terms of an Environmental Impact Assessment (EIA).

9. CONCLUSION

- 9.1 Although the site is currently in use for commercial uses the loss of the furniture warehouse and its replacement with housing in this location is not considered contrary to relevant policy. The existing building is of no architectural merit whilst the design of the proposed replacement development has evolved through continued discussions with officers to create a design that reflects the industrial heritage of the site whilst providing much needed attractive modern accommodation that meets both internal and external space standards. In order to ensure a safe a secure environment for both occupiers of the new development and users of the public footpath along the side of the development a s106 agreement to secure suitable funds is recommended

10. **RECOMMENDATION**, grant permission subject to section 106 agreement and conditions

Heads of terms

- i) That the developer makes a contribution of £70,000 towards Improvements to the footpath and associated public realm adjacent to the site.
- ii) The developer agreeing to meet the Councils costs of preparing, drafting and monitoring the Section 106 Obligations.

1. A.1 Commencement of development for full application
2. A.7 Approved plans; Site location plan, drawings;001/PL/201 G, 001/PL/202 G, 001/PL/203 G, 001/PL/207, 001/PL/250 G AND 001/PL/252 B
3. B 1 Materials to be approved
4. B.4 Surface treatment
5. B.5 Boundary treatment
- 6 C.6 Refuse and recycling
- 7 C 7 Refuse implementation
8. C8 No use of flat roof
9. D.9 No external lighting
10. D.11 Construction times.
11. F.1 Landscaping/ Planting Scheme.
12. F.2 Landscaping (Implementation)
13. F5 Tree protection
14. F8 Site supervision
15. H.3 Redundant crossovers.
16. H.4 Provision of Vehicle Parking

17. H.7 Cycle Parking to be implemented
18. H.10 Construction vehicles
19. H.11 Parking Management Strategy

20. Non standard condition. Prior to the commencement of construction works details of: the design of all access gates; defensible buffer zones; communal entrance security & refuse and cycle store locking systems shall be submitted to and approved in writing by the Local Planning Authority and be installed and operational prior to first occupation of the building. Reason; To ensure a safe and secure layout in accordance with policy DM D2 of the Merton Adopted Sites and Policies Plan 2015

21. Non standard condition. No construction may commence until a section 278 Highways Act agreement has been entered into with the Local Highways Authority in relation to those works comprising new vehicle access to service the development and reinstate the pavement where the current vehicle access is located. Reason; To ensure a satisfactory appearance for the development and to improve parking and servicing for this development and ensure compliance with policy DM D4 of the Adopted Merton Sites and Policies Plan 2014 and policy CS 20 of Merton's Core Planning Strategy 2011.

22. Non standard condition. No development approved by this permission shall be commenced until a scheme for the provision of surface water drainage has been implemented in accordance with details that have been submitted to and approved in writing by the local planning authority. Before these details are submitted an assessment shall be carried out of the potential for disposing of surface water by means of a sustainable drainage system (SuDS) to ground, watercourse or sewer in accordance with drainage hierarchy contained within the London Plan Policy 5.13 and the advice contained within the National SuDS Standards. Surface water from private land shall not discharge on to the public highway. Where a sustainable drainage scheme is to be provided, the submitted details shall:
 - i) provide information about the design storm period and intensity, the method employed to delay (attenuate) and control the rate of surface water discharged from the site as close to greenfield runoff rates (8l/s/ha) as reasonably practicable and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;
 - ii) include a timetable for its implementation;
 - iii). provide a management and maintenance plan for the lifetime of the development. Which shall include the arrangements for the adoption and any other arrangements to secure the operation of the scheme throughout its lifetime

Reason: To ensure satisfactory means of surface water drainage, to reduce the risk of flooding and to comply with the following Development Plan policies for Merton: policy 5.13 of the London Plan 2015, policy

CS16 of Merton's Core Planning Strategy 2011 and policy DM F2 of Merton's Sites and Polices Plan 2014.

- 23 Non Standard condition. Finished floor levels of the residential units (ground floor) are set no lower than the 1 in 100 year climate change flood level for this location, plus 300mm freeboard. Reason: To reduce the risk of flooding to the proposed residential units and to comply with the following Development Plan policies for Merton: policy DM F2 of Merton's Sites and Polices Plan 2014.
- 24 Non Standard condition. Whilst the principles and installation of sustainable drainage schemes are to be encouraged, no infiltration of surface water drainage into the ground is permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approved details. Reason: Infiltrating water has the potential to cause remobilisation of contaminants present in soil/made ground which could ultimately cause pollution of ground water and to comply with the following Development Plan policies for Merton: policy DM EP4 of Merton's Sites and Polices Plan 2014.
- 25 No impact piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure and the programme for the works) has been submitted and approved in writing by the Local Planning Authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement. Reason; The proposed works will be in close proximity to underground sewerage utility infrastructure and piling or any other foundation designs using penetrative methods of foundation design can potentially result in unacceptable risk to underlying groundwater in accordance with policy DM EP4 of the Adopted Merton Sites and Polices Plan 2014
- 26 Non Standard Condition. No demolition or development shall take place until a stage 1 written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, and the programme and methodology of site evaluation and the nomination of a competent person(s) or organisation to undertake the agreed works. If heritage assets of archaeological interest are identified by stage 1 then for those parts of the site which have archaeological interest a stage 2 WSI shall be submitted to and approved by the local planning authority in writing. For land that is included within the stage 2 WSI, no demolition/development shall take place other than in accordance with the agreed stage 2 WSI which shall include:

A. The statement of significance and research objectives, the programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works

B. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the stage 2 WSI.

Reason: The planning authority wishes to secure physical preservation of the site's archaeological interest in accordance with the NPPF, policy 7.8 in the London Plan 2015 and policy DM D4 of the Merton Sites and Policies Plan 2014.

- 27 K3 Foundation design; No development shall take place until details of the final foundation design have been submitted by the applicant and approved in writing by the planning authority. The development shall only take place in accordance with the approved details. Reason The planning authority wishes to secure physical preservation of the site's archaeological interest in accordance with the NPPF, policy 7.8 in the London plan 2015 and policy DM D4 of the Merton Sites and Policies Plan 2014.

28 M 1 Contaminated Land – Site Investigation

29 M 2 Contaminated Land – Remedial Measures

30 M 3 Contaminated Land – Validation Report

INFORMATIVES:

A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. Permit enquiries should be directed to Thames Water's Risk Management team by telephoning 0203 577 9483. Thames Water Developer Services can be contacted on 0800 009 3921 to discuss the details of the piling method statement. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx. 1bar) and a flow rate of 9/litres/minute at the point it leaves Thames Water pipes. The developer should take account of this minimum pressure in the design of the proposed development.

Written schemes of investigation will need to be prepared and implemented by a suitably qualified professionally accredited archaeological practice in accordance with Historic England's Guidelines for Archaeological Projects in Greater London. This condition is exempt from deemed discharge under schedule 6 of The Town and Country Planning (Development Management Procedure) (England) Order 2015.

Under the terms of the water Resources Act 1991 and the Thames Region Land Drainage Byelaws, prior written consent of the Environment Agency is required for any proposed works or structures, in, under, over or within 8 metres of the top of the bank of the Wandle river, designated a 'main river'.

To view Plans, drawings and documents relating to this application please follow [the link](#)

Please note that this link, and some of the related plans may be slow to load

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