PLANNING APPLICATIONS COMMITTEE 16th June 2022.

Item No:

UPRN APPLICATION NO. DATE VALID

21/P4421 07.01.2022

Address/Site Hadley Road Community Allotment

New Barns Avenue

Mitcham Surrey CR4 1LG

Ward: Pollards Hill

Proposal: Erection of a single storey service building comprising new

toilet and community use classroom/workshop with

associated vent pipe and septic tank.

Drawing Nos: Site location plan and drawings HAD 102, 300, 301, 302,

902

Contact Officer: Leigh Harrington (020 8545 3836)

RECOMMENDATION

Grant planning permission subject to relevant conditions.

CHECKLIST INFORMATION.

Heads of agreement: No

- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Design Review Panel consulted: No
- Number of neighbours consulted: 181
- Press notice No
- Site notice -Yes
- External consultations: No
- Archaeological Priority Zone No
- Controlled Parking Zone No
- Number of jobs created: Nil

1 INTRODUCTION

1.1 The application has been brought before the Committee due to the level of public interest. The application is subject to a requirement for planning permission because it involves the erection of a new building and a new educational use for the site and this is not an option under permitted development or prior approval.

2. SITE AND SURROUNDINGS

- 2.1 The application site forms part of an Allotment site accessed from Hadley Road in Mitcham and is comprised of the existing concrete hardstanding area. The allotments are surrounded by residential rear gardens.
- 2.2 The site is classified as Open Space and is designated as 'Open Space A004 New Barnes Avenue Allotments'.
- 2.3 The site is not located within a conservation area nor is it in anyway listed. The site is not located within a controlled parking zone and has a public transport accessibility level (PTAL) of 0 (0 being the lowest and 6b being the best).
- 2.4 The allotments were originally operated solely as a council venture but operational control is being transferred to the Hadley Road Community Allotments group.

3. **CURRENT PROPOSAL**

- 3.1 The proposal is for the erection of a single storey service building comprising new toilet and community use classroom/workshop with associated vent pipe and septic tank.
- 3.2 The new single storey flat roofed building would include an outdoor work and BBQ area, an enclosed meeting/classroom area and a toilet facility. The proposed structure would be constructed from natural materials with rammed earth for the walls, a timber frame and polycarbonate roof for natural lighting. The toilet facility would utilise a septic tank system with vent flue. The proposed toilet will facilitate longer use of the allotment for the existing plot holders as well as providing a facility for visiting young people and those using the new classroom.
- 3.3 The new meeting room/classroom space would be used in partnership with the National Trust being allocated one of the on site plots for a small education project. They currently have a group of 12 primary students who will be using the allotment once a week. The new facility would also be available for use by the allotment plot holders for meetings and events. There would be an outdoor sink and BBQ area.

- 3.4 The proposals include the erection of new gates and fences to the Hadley Road entrance of the site linked into a CCTV system.
- 3.5 Additional users referenced by the applicants include the Wide Ways Medical practice who would only be involved in a limited capacity, to enable social prescribing referrals to gardening at the allotments. The project space has links to other local schools; Sherwood Primary, William Morris, Harris Primary and Harris Academy, but there is no plan for their immediate use of this. In future there maybe some limited use with Pollards Hill Youth Centre and Moat Housing Association. Full details of the level of this use have yet to be supplied.

4. **PLANNING HISTORY**

4.1 Other than an application in 1970 for a prefabricated hut there is no other planning history for the site.

5. CONSULTATION

Consultation letters sent to neighbours and site notice posted. Given the high level of previous objection consultation letters were sent to neighbouring residential occupiers. Consultation letters to plot holders were supplied to the applicant to distribute.

5.1 Objections were received from 12 persons raising concerns relating to:

Highways

- Reduction in on site parking from 4 spaces to 1-2
- It also leaves no space for parking (many plot holders travel in vehicles despite what the plans suggest), no space for deliveries (manure, wood chip etc), no space for rubbish collections which are currently left at the front
- Noticeable increase in parking on the side streets when they hold events.
- The council is trying to restrict traffic in the area but this encourages it.
- This building is not appropriate for a small allotment in a small residential area. There is a building in Sherwood Park which is more suitable with a recreational ground which has parking facilities and is only a stones throw away from the allotments.
- It will reduce space on the concrete slab for deliveries of manure and woodchip
- I'm concerned about the increase in traffic along Hadley Road and Castleton Road and difficulty obtaining parking spaces as a result of the proposed building and its associated use.

Use

- The proposed community events will attract more visitors than just allotment holders which will cause noise and disturbance, possibly into the evening.
- The hours of operation should be restricted.
- Plot holders have been tending to them for many many years and certainly do not want them destroyed by gangs of children from several schools, youth centres, adults and youth offending teams visiting.
- The new building will turn a private allotment into a public space.
- The New Horizon centre and Sherwood Park Hall could be this could be rented occasionally as a classroom and then cross over to the community plot to do any practical work.
- The allotments are private and should remain that way for the benefit of the allotment holders and residents.
- It is apparent that with the National Trust being given Plot 25a with a three year tenancy (as disclosed on the posters on site) having £125,000 to contribute to children's causes and initiatives may have swayed the balance away from of the need of an on-site toilet and towards a full blown service building that is neither called for, nor most importantly, voted for.
- To open up these allotments to the NT would be to deprive people on the waiting list a space on the allotment - there are concerns with this project appearing to be more long term that if they become established, how many more plots will they be given instead of the people waiting on the list who genuinely trust that they will eventually get a plot?
- If the National Trust (NT) want a structure for shelter and teaching space, they can build this on their plot.

Neighbour Impact

- The site is poorly fenced and the building may attract vandalism (or even unwanted tenancy!)
- The proposed building would cause unnecessary noise, litter and residents not being able to park in their own roads as parking is already an issue in these small roads.
- The vent pipe is not the 30m minimum distance from the closest house as is claimed.

Consultation

- Plot holder and neighbour consultations were not made aware of the proposals.
- At some point, the toilet has changed it's location and into a workroom, BBQ area and toilet. None of this was put to the plot holders until the plans were produced at the 14/11/2021 meeting. There has been a reluctance by HRCA Chair and

Secretary to circulate the plans with the meeting minutes when asked so that those on the HRCA emailing list could have access to the information sooner and it reach more of the plot holders. It should be noted that not all the plot holders have access to computers. They are not able to attend online meetings and hence do not receive MoMs or correspondence electronically.

- Hardcopies have been rarely supplied.
- There has been a lack of information being offered by the HRCA Chair to the plot holders and when asked for more information, the Chair has been evasive and has avoided plot holders in discussing the issue. There is a number of plot holders that are not aware of the development. As stakeholders, the plot holders' request for more information (HRCA MoMs 3/10/21 & 14/11/21) has been ignored and pushed aside.
- Plot 25a was then given to the National Trust without proper feedback to plotholders
- Having read the representations that have been submitted to you, it is clear that the residents do not want this building on the site. You had 11 responses to the proposal, of which four (36%) were for the motion and seven (64%) were against. Of those four for the motion, two (18% of the total respondents) were representatives of the Council/National Trust and two (18% of the total respondents) were volunteers on the community plots on the site, all four of which live outside the affected residential area. Of those against the motion, all are residents in the affected area (64% of the total respondents) with two (18% of the total respondents) being both plot holders and residents.
- Hadley Road allotment is a small site which is supposed to be self managed. However, the site is not being run with the agreement of many plot holders. I was never made aware of the plans that have been put forward until a meeting very late last year. The plot holders were all led to believe that the plans related to a composting toilet on plot 25a. This plot has now been allocated to the national trust against the wishes of many plot holders, and this has been documented in several meetings.

Other

 This allotment went independent (which seemed to happen without my knowledge or any chance to vote) during covid. I first realised what had happened when a new sign went up with the name change...But the toilet project already seemed to be underway. I assumed that this must be due to popular demand but speaking to fellow plot holders I don't find anyone who wants it.

- We pay for our water and there will inevitably be water wasted

 taps left running etc. Why should the plot holders pay for this?
- The septic tank will need to be cleared out by a professional company- I don't want us to pay for the costs of this either.
- The money would be better spent improving fences and on general maintenance.
- I don't feel any need for a toilet on site and I have spoken to others who feel the same. If there was huge demand I wouldn't oppose it but there doesn't seem to be.
- I am of the opinion that funds can be directed to lowering plot holders rent as this is comparatively high. The current high rent is a disincentive and perhaps makes it unattractive for a broad range of people within the community who could benefit, mentally and physically, from working a piece of land.
- something more ecological such as composting toilet could be considered as opposed to the proposed structure.
- The new toilet was previously due to be located on plot 25a and to be a compost toilet rather than a septic tank.
- I am concerned that the existing plot holders will fund not only this project but the cost of the plot that has been given to the NT.
- Are plot holders to subsidise this build and project? How are our fees used for the benefit of the allotment and for us to effectively run and manage it if we are paying for a building we do not need and will not make use of.

5.2 Letters of support were received from 11 persons stating;

- The provision of a toilet will assist visitors and allow people to stay longer
- The learning space will benefit educationally and offer shelter from inclement weather
- The building will provide a community asset
- It reminds my husband of home back in Jamaica
- We really enjoy our gardening activity and truly believe that this plan should go ahead as it will be a great facility for our community (all plots users and visitors). As the sunny days are coming we often need to stay long days working on our plots and we all need toilets facilities.
- I am very much happy and respect the way in which the Hadley Road community allotment is been run or managed because when I first started there the allotments were in a sorry state, rubbish all over, high grass, aspeso and very unkept, now it's cleaned up and people farming and taking care of their plot. Thank you.

National Trust and Cllr Henry

5.3 Emails of support were received from the National Trust and Cllr Henry but they are beneficiaries and applicant for the proposals respectively

Cllr Dollimore

- 5.4 Cllr Dollimore commented; I write in regards to the above application to install a toilet and small classroom on the allotments. I write in support of the application because I understand this new community facility will be a great place for local school children to spend time outside and learn about biodiversity with the National Trust. Many children will not have access to a garden at home or at school and so this is a great opportunity to open up access to our green spaces and educate pupils about gardening and the origins of the food on their plate.
- 5.5 Environmental Health Officer no objections to the proposals

6. POLICY CONTEXT

Relevant policies in the London Plan 2021 are;

D1 (London's form, character and capacity for growth)

D3 (Optimising site capacity through a design lead approach)

D5 (Inclusive design)

D11 (Safety & Security)

D13 (Agent of Change)

D14 (Noise)

G 8 (Food growing)

GG2 (Making the best use of land)

GG6 (Increasing efficiency and resilience)

SI 2 (Minimising greenhouse gas emissions)

SI.3 (Sustainable drainage)

T4 (Assessing and mitigating transport impacts)

T5 (Cycling)

T6.1 (Residential Parking),

NPPF 2021 Para 99

Merton Local Development Framework Core Strategy (2011) Relevant policies include:

CS 11 Infrastructure

CS 13 Open space and nature conservation

CS 14 Design

CS 15 Climate Change

CS 17 Waste

CS 18 Transport

CS 20 Parking servicing and delivery

The relevant policies in the Council's Adopted Sites and Policies Plan 2014 are:

DM D1 Urban design and the public realm

DM D2 Design considerations

DM O1 Open space

DM O2 Nature conservation, trees and hedges

DM T2 Transport impacts of development

DM T3 Car Parking and servicing standards

7. PLANNING CONSIDERATIONS

7.1 The principal planning considerations in this case relate to the principle of new building works and their use on the allotments which as designated Open space, the impact of the scale and design of the building works on the appearance and character of the local area, the impact on neighbour amenity as well as the impact on parking.

7.2 Principle of development

- 7.2.1 Sites and Policies Plan policy DM 01(Open Space) and Core strategy policy CS13 (Open space) seek to protect and enhance Open space and improve access to it. DM O1 states that 'designated Open space should not be built upon unless the development is for alternative sports and recreation provision, the needs for which clearly outweigh the loss'.
- 7.2.2 In this particular instance the site itself forms a small part of the overall allotments and whilst technically Open Space, the location of the proposed building is in reality largely a space comprising an existing area of concrete slab and hardstanding rather than a natural surface that could be played on or used for growing anything. The proposal would involve the loss of the area of greenery by the entrance and the expansion of the hardstanding to both the front and rear elevations of the new building. In total an area of around 66sqm of greenery would be lost to facilitate the development.
- 7.2.3 Policy DM O1 then sets out that if the alternative provision element is acceptable then development would need to be of a high quality design that does not harm the character, appearance or function of the open space, retains and or improves public access through the creation of new and more direct foot and cycle paths and preserves the function of leisure walks and green chains.
- 7.2.4 Given the nature of the actual site of the proposal on predominantly an area of hardstanding and the improvement to the recreational provision of improved facilities at the site for the allotment holders the principle of the proposals are considered to accord with relevant Open space policies and to therefore be acceptable.

7.3 The impact of the design and appearance on the street scene

- 7.3.1 London Plan 2021 policy D3, Core Strategy policy CS14 and SPP DM D2 require developments to relate positively and appropriately to the siting, scale, proportions and massing of surrounding buildings and existing street patterns and which would enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.
- 7.3.2 As the site is a designated Open Space SPP policy DM O1 applies and stipulates that new developments should be of a high quality design that does not harm the character and appearance of the open space.
- 7.3.3 The site is currently a large concrete slab with no buildings and is surrounded by a relatively uniform arrangement of residential properties. There is therefore no established design form that it would be expected for any development such as this to follow. As the space is currently an open area of hardstanding, at 4.6m from the site boundary the structure would be readily visible from Hadley Road, the allotments and surrounding houses. The roof is designed to keep the overall height as low as would be comfortably possible utilising polycarbonate to assist with improving internal light. The roof is in three sections between 2.7m and 3.35m in height and the exterior materials would be compacted earth bricks to assist with a 'green feel' to the appearance of the structure.
- 7.3.4 The proposed gates and fence shown on the relevant drawing would not be the same as existing but officers were concerned that the 2.4m height was excessive and that only having two panels of fencing would offer little in the way of security. Consequently a condition is recommended to restrict the height to less unneighbourly and less visually intrusive 2m and for its details to be approved by condition.
- 7.3.5 If members are satisfied that the works would not harm the character and appearance of the open space conditions requiring details of materials to be as proposed can be attached to ensure a satisfactory appearance for the development and to guard against value engineering.

7.4 The use of the site for educational and community purposes

- 7.4.1 London Plan policy S3 (Education and childcare facilities) recommends councils 'encourage the shared use of services between schools, colleges, universities, sports providers, and community facilities, and between early years and health and social care providers'.
- 7.4.2 London Plan policy G8 (Food growing) sets out that proposals should 'protect existing allotments and encourage provision of space for urban

- agriculture, including community gardening, and food growing within new developments and as a meanwhile use on vacant or under-utilised sites'.
- 7.4.3 The policy notes that 'Providing land for food growing helps to support the creation of a healthier food environment. At the local scale, it can help promote more active lifestyles and better diets and improve food security. Community food growing not only helps to improve social integration and community cohesion but can also contribute to improved mental and physical health and wellbeing'.
- 7.4.4 Sites and Policies Plan policy DM C1 (Community facilities) supports the provision and or expansion of community facilities where the site is located with good transport links, adequate parking and would not have an undue adverse impact on the amenities of nearby residents.
- 7.4.5 SPP policy DM O1 applies to the site as it is a designated Open Space and as such proposals must not harm the function of that Open Space such that the allotment element should remain the primary function of the site.
- 7.4.6 The National Trust already operates once a week classes for groups of up to 12 youngsters. The new classroom facility would assist in making these classes less weather dependant and allow for the expansion of these services to small groups from local schools and community groups. The applicant has not supplied any firm details on the proposed level of increased use of the site for educational and wellbeing purposes and the proposals include a purpose built BBQ area as part of the building. Given that the primary purpose of the allotments is for horticultural purposes for the allotment holders and not an open-ended community use it is considered that significant weight should be given to protecting the function of the Open Space. Consequently, a condition restricting the level and type of use ancillary to the allotment use is recommended.
- 7.4.7 The site is acknowledged to be in a very poor area of public transport accessibility and has no formal onsite parking facilities. To reduce the impact on neighbour amenity from parking and to improve the sustainability of the site it is proposed that all visiting groups would be expected to attend on foot. To manage the issue of parking and accessibility it is recommended that a condition be attached for a Travel Plan to be submitted for approval and the site to operate in accordance with that approved plan.

7.5 The impact on neighbour amenity

7.5.1 SPP policy DM D2 and London Plan policy D3 require that proposals do not have a negative impact on neighbour amenity from loss of light, privacy, visual intrusion or increased disturbance and that people feel comfortable with their surroundings. The proposals have not generated objections on the grounds of amenity based on a loss of light, outlook or privacy to neighbouring properties. There will be no overlooking created from the new building as there are no windows that face Hadley Road. Given the single storey nature of the building there would be no overshadowing or loss of light to any properties.

- 7.5.2 The proposal documents originally stated the vent pipe to the toilet would be 30m from the closest house which was revised to 19m but would actually be around 10m from the closest house on Hadley Road although it was shown on the elevational drawings. The vent pipe would be fitted with an odour filter to protect the amenity of neighbours and allotment holders.
- 7.5.3 Neighbour concerns relating to parking and traffic and the impact on their amenity are dealt with elsewhere in this report. The other concern of neighbours has been the changes to the use of the site. Community events held on site with loud music playing were a cause of concern which have been heightened by the formalizing of a BBQ facility. The unspecified level of use by various groups of people unrelated to the allotments and ensuing disturbance were also raised as concerns. To mitigate this a condition restricting the level of uses is recommended.

7.6 Parking, servicing and deliveries.

Core Strategy Policy CS 20 is concerned with issues surrounding pedestrian movement, safety, serving and loading facilities for local businesses and manoeuvring for emergency vehicles as well as refuse storage and collection. London Plan policy T4 (Assessing transport impacts) and SPP policy DM T2 (Transport impacts of development) seek to ensure that development is sustainable and has minimal impact on the existing transport infrastructure and local environment and reduces potentially harmful public health impacts

7.6.1 The proposals generated objections from neighbours on the grounds of a harmful impact on parking and traffic movements. There is no formal parking on site although limited informal parking has been observed by officers. Given that on site parking would be limited to one or two vehicles the use of the space for the new building would not significantly impact parking in the locality. With no increase in the number of allotments on site it would not be evident that the proposals would increase the level of vehicle movements. There were initial concerns that the schools and other groups would come to the site by vehicles which would then need to find somewhere to park nearby and being larger than cars would increase a risk of damage to residents cars when manoeuvring in the confined spaces around the site. The applicant has confirmed that the visiting groups are local and would attend on foot and it is possible to regulate this through a requirement to comply with a Travel Plan condition.

7.7 Other matters

- 7.7.1 Consultations; There were a number of objections relating to internal consultations with the allotment holders in terms of not fully informing plot holders of the proposals ahead of the submission of a planning application, sharing information on the proposals and their voting for the proposals and the costs of submitting an application. This would be a matter for the allotments association to address albeit the Chair of the allotment association is also the applicant and is not a planning consideration although officers have striven to ensure that all plot holders were consulted on the application.
- 7.7.2 Funding and operating costs; Objectors were concerned regarding the costs of the proposal as well as ongoing funding for maintenance. Again, this would be a private matter for the plot holders rather than a planning consideration.

8. SUSTAINABLE DESIGN AND CONSTRUCTION.

New buildings must comply with the Mayor's and Merton's objectives on carbon emissions, renewable energy, sustainable design and construction, green roofs, flood risk management and sustainable drainage. Given the outdoor nature of the building with its roof design it has been designed not to utilise gas or electricity and is more of an enclosed shelter than a building which is required to meet any energy saving requirements. Consequently it is not considered to be subject to conditions in this regard.

9. CONCLUSION

9.1 The development would provide a new facility for the allotments with a building that includes a toilet and a classroom/meeting room to provide limited educational and wellbeing facilities for local schools and community groups. Conditions are recommended to ensure that those activities remain ancillary to the use of the allotments and operate within such times as not to negatively impact the amenity of neighbouring residents. The visits to the site by the groups would be by foot and controlled by a travel plan so as not to negatively impact parking in the locality. The proposed gates and security fencing would improve security on site but a condition restricting the height and requiring details to be approved is also recommended.

10. **RECOMMENDATION:**

GRANT PLANNING PERMISSION subject to the following conditions:

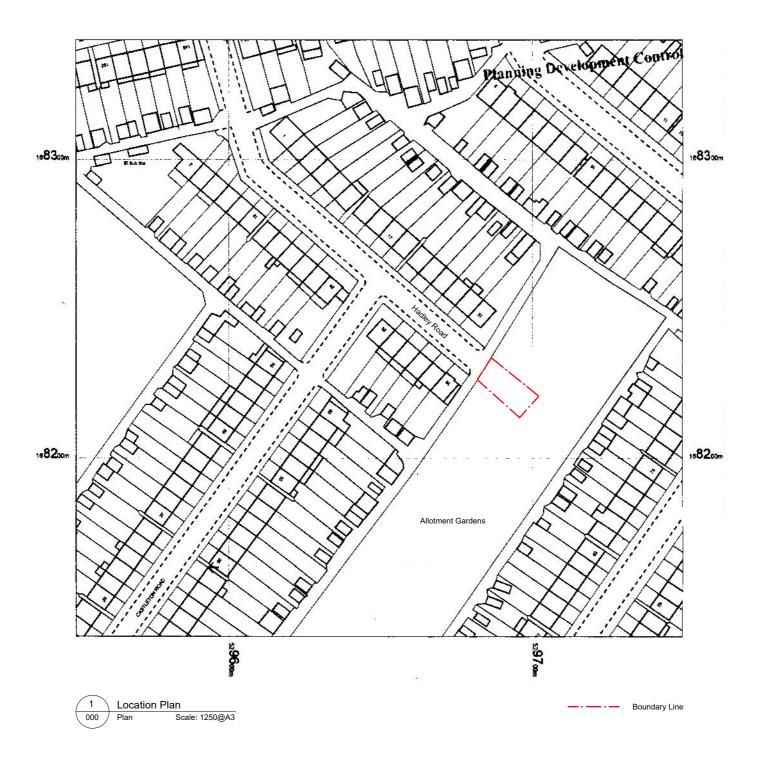
- 1. A1 Commencement of Development
- 2. A7 Approved Plans; Site location plan and drawings,

- 3. Notwithstanding the submitted information details of the fence and gates are to be submitted to and approved in writing by the LPA, including exact siting and a maximum height of 2 metres.
- 4. Details of materials for the development to be submitted;
- 5. The development shall only be used by plot holders and for educational purposes ancillary to and directly associated with the allotments/open space at all times.
- 6. All hardstandings shall only be accessed by vehicular users for the purposes of maintenance/deliveries for the allotments and not for visitor or plot holder parking at any time;
- 7. The odour filter shall be installed entirely in accordance with the technical details provided in the application prior to the first occupation of the development and be so retained thereafter.
- 8. Hours of operation
- 9. Travel plan

NORTHGATE SE GIS Print Template



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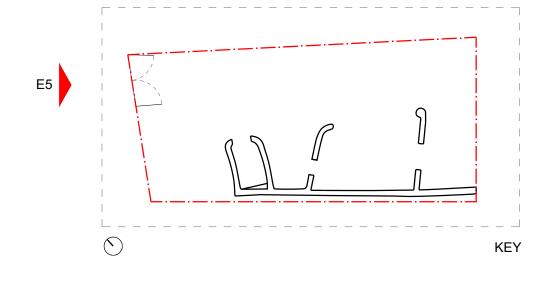
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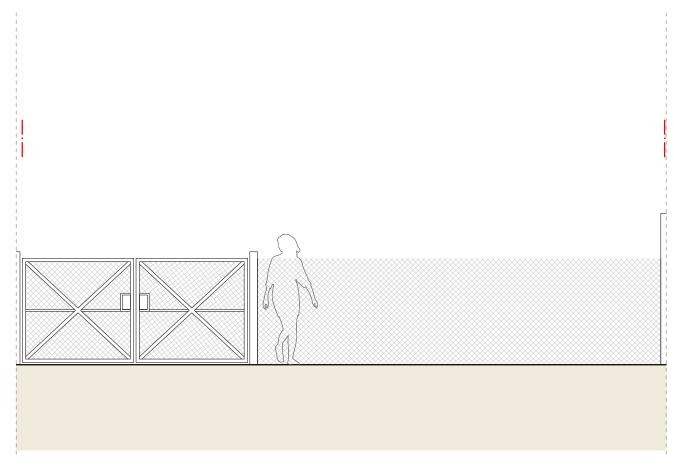
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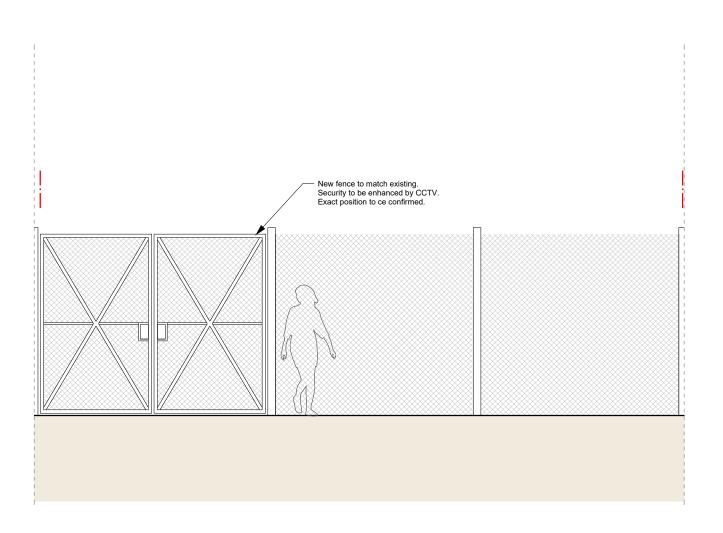
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1 Existing Front Gate E5
302 Elevation Scale: 1:50@A1
1:100@A3



Proposed Front Gate E5

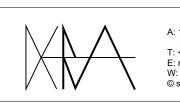
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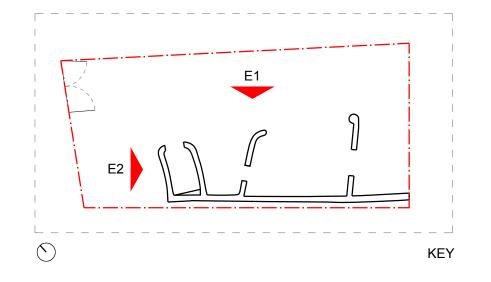
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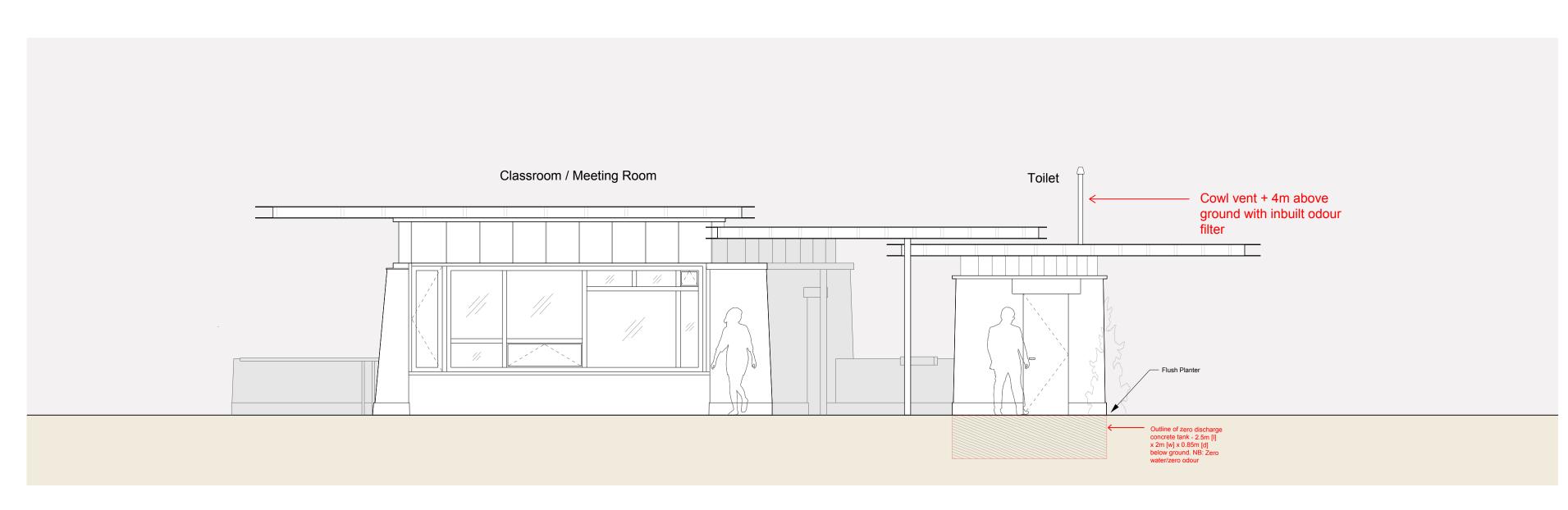
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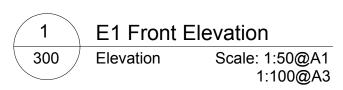
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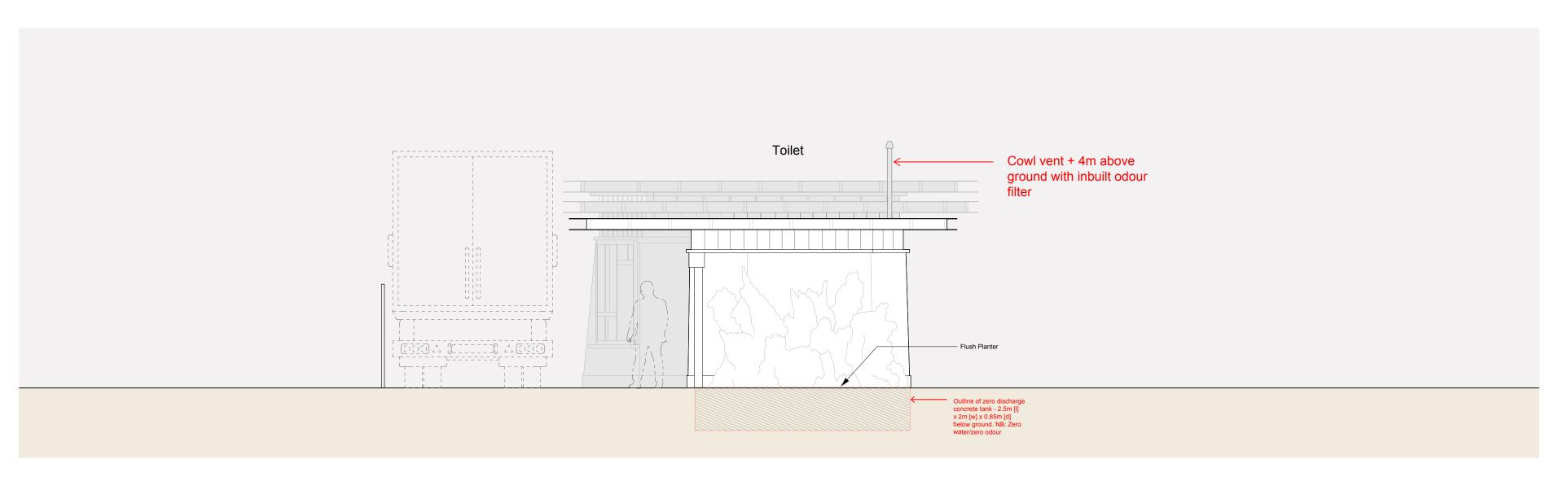








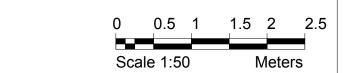


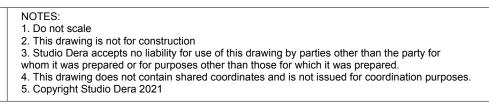


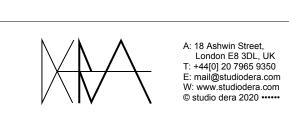
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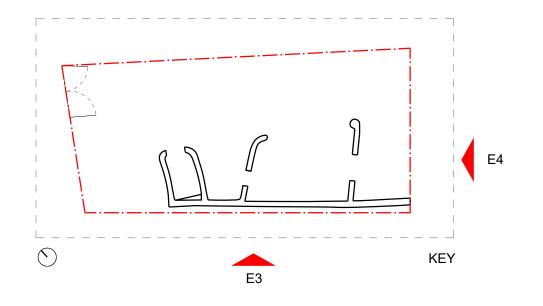
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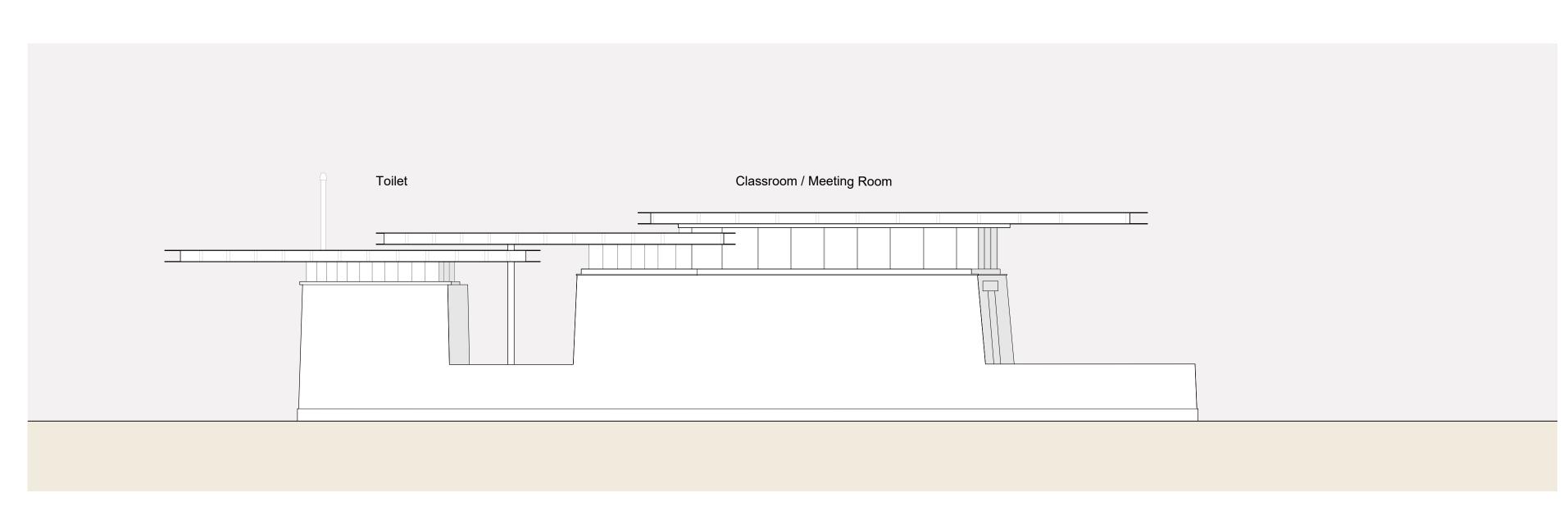
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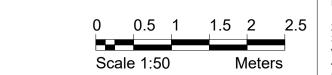


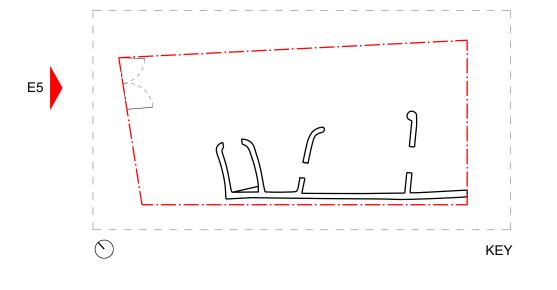


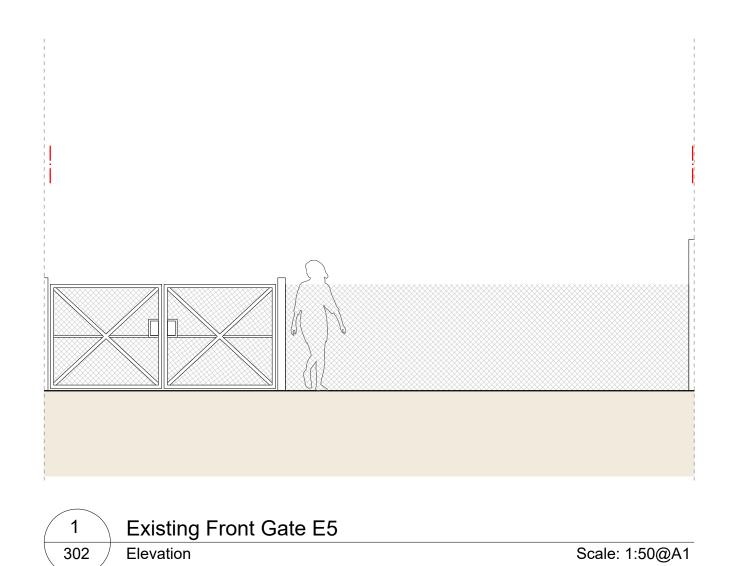
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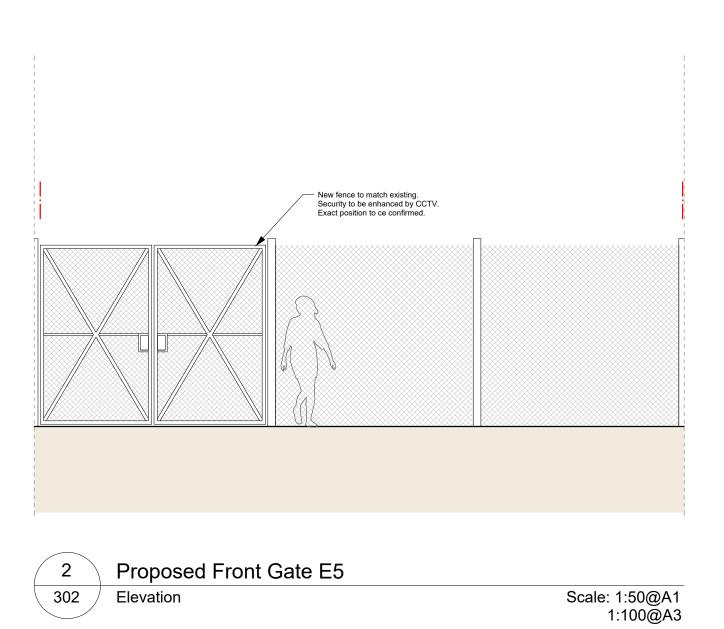
			NUMBER: :HAD 301				
PROJECT:	DRAWN BY: :PR	CHECKED BY: :MD	DRAWING: :Proposed Front Elevation	ISSUE FOR: PLANNING	SCALE: 1:50@A1 1:100@A3	DATE: 10.12.2021	



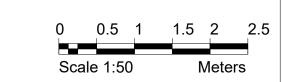


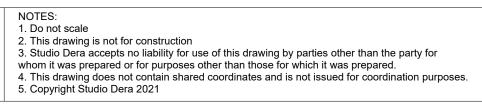


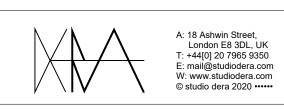
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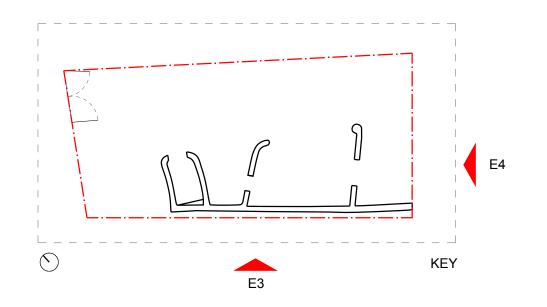


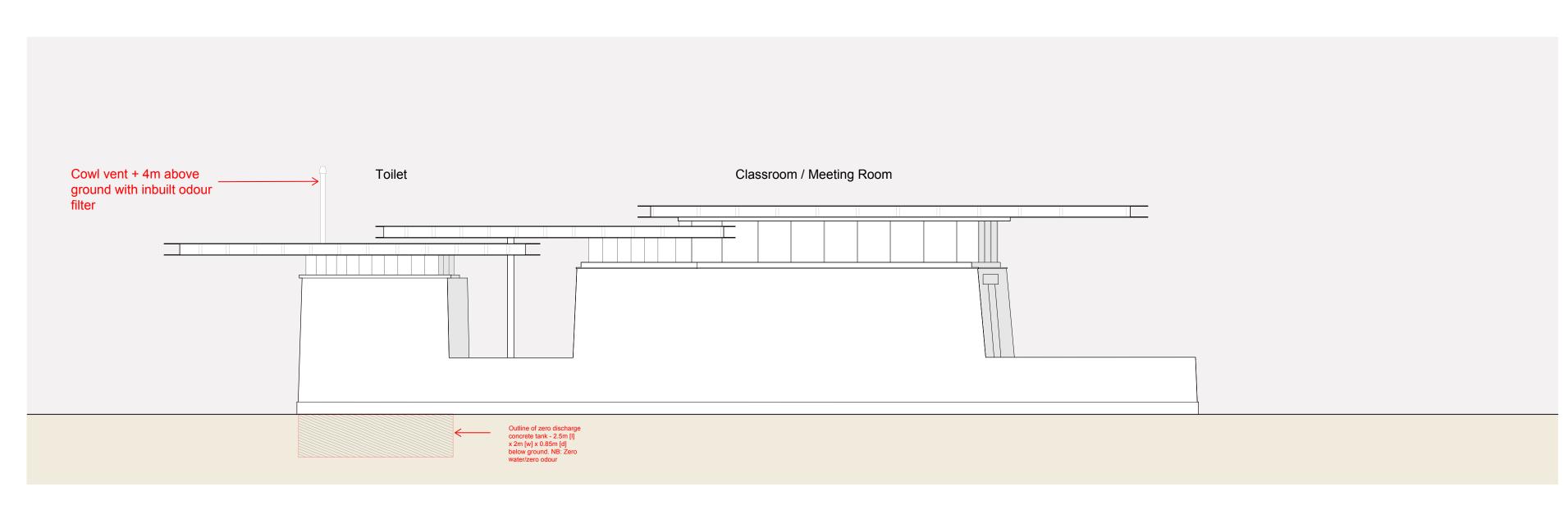
















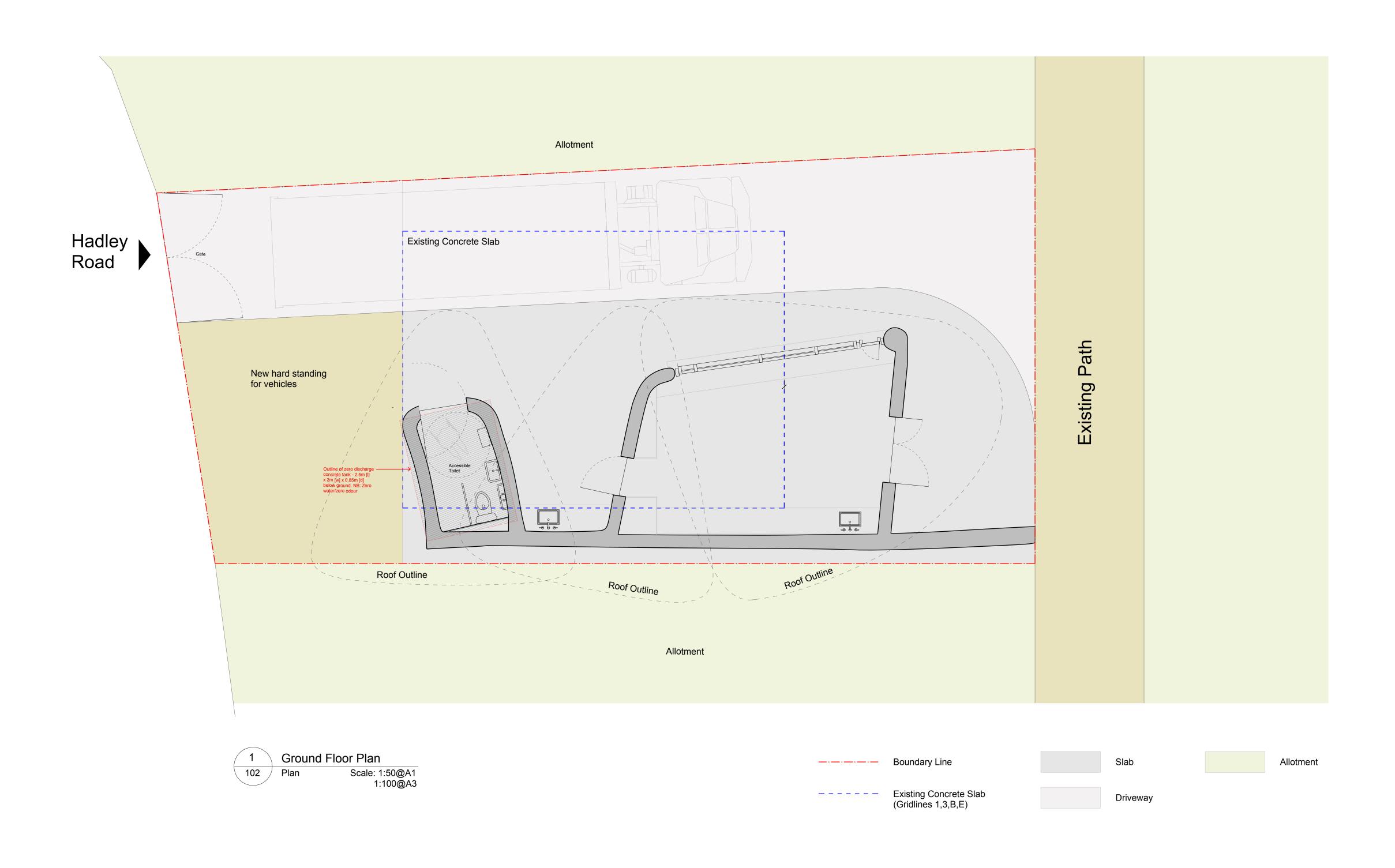
2 E4 Side Elevation
301 Elevation Scale: 1:50@A1
1:100@A3

:REVISION

P2

PROJECT:			NUMBER:			
:Hadley Road Community Allotment, CR4 1NU			:HAD 301			
PROJECT: DRAWN BY: CHECKED BY:		DRAWING:	ISSUE FOR: PLANNING	SCALE: 1:50@A1 1:100@A3	DATE: 10.12.2021	
:HAD	:PR	:MD	:Proposed Front Elevation			



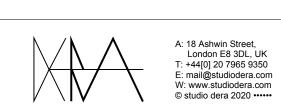


PROJECT:			NUMBER:						
:Hadley Road Community Allotment, CR4 1NU		:HAD 102							
PROJECT:	DRAWN BY:	CHECKED BY: DRAWING:		ISSUE FOR: PLANNING	SCALE: 1:50@A1 1:100@A3	DATE: 10.12.2021			
HAD	:PR	:MD	:Proposed Ground Floor F						



:REVISION

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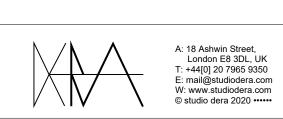
PROJECT:						
:Hadley Road Community Allotment, CR4 1NU						
PROJECT: DRAWN BY: CHECKED BY:						
	:PR	:MD	:Sectio	n AA		
	Road Community Allotment, C	Road Community Allotment, CR4 1NU DRAWN BY:	Road Community Allotment, CR4 1NU BRAWN BY: CHECKED BY:	Road Community Allotment, CR4 1NU :HAD :HAD DRAWN BY: CHECKED BY: DRAWING		

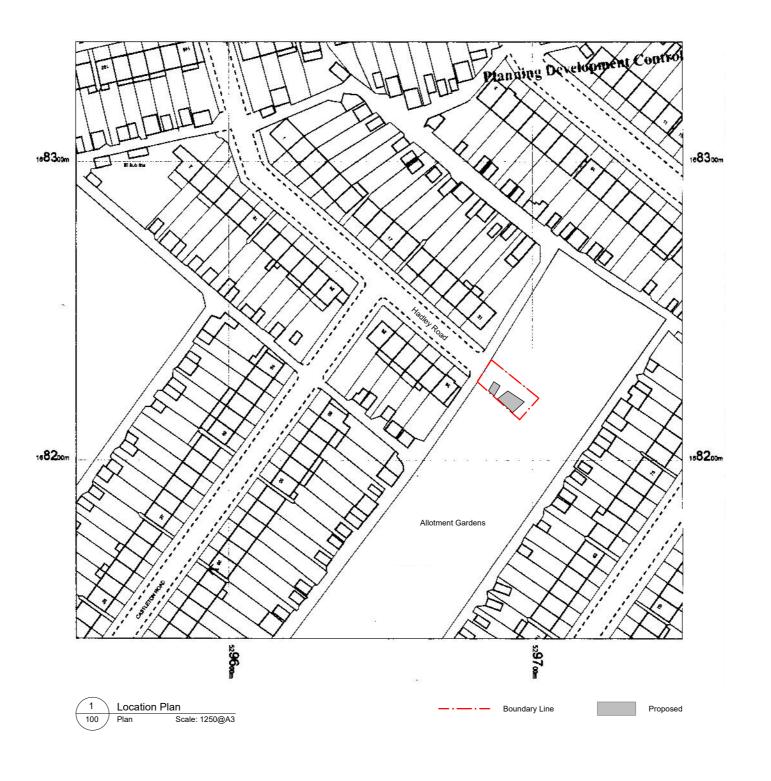
ISSUE FOR: PLANNING SCALE: n/a DATE: 13.10.2021

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PROJECT:			NUMBER:		
:Hadley Road Community Allotment, CR4 1NU			:HAD 100		
PROJECT: :HAD	DRAWN BY: :PR	CHECKED BY: :MD	DRAWING: :Proposed Location Plan	ISSUE FOR: PLANNING	SCALE: 1:1250@A3 DATE: 13.10.2021

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