

**PLANNING APPLICATIONS COMMITTEE**  
**26th March 2015**

<u>UPRN</u>	<u>APPLICATION NO.</u>	<u>DATE VALID</u>
	12/P3206	29/07/2013
<b>Address/Site:</b>	Land Rear of 318-334 Cannon Hill Lane, Raynes Park, London. SW20 9HN.	
<b>Ward:</b>	Cannon Hill	
<b>Proposal:</b>	Application for demolition of existing scout hut and erection of new scout county HQ and car parking with access between 318/320 and 322/324 Cannon Hill Lane.	
<b>Drawing No's:</b>	JDD12-112-01B, 12-112-02, 12-112-03, 12-112-05F, 12-112-06C, 12-112-07B, proposed elevations received 1 June 2014, General Arrangement Plan 12-112-06D.	
<b>Contact Officer:</b>	Ike Dimano (020 8545 3300)	

**Recommendation: GRANT PLANNING PERMISSION subject to conditions.**

**CHECKLIST INFORMATION.**

- " S106: N/A
- " Is a screening opinion required: No
- " Is an Environmental Statement required: No
- " Has an Environmental Impact Assessment been submitted - No
- " Press notice - Yes
- " Site notice - Yes
- " Design Review Panel consulted - No
- " Number of neighbours consulted - 21
- " External consultations - Raynes Park & West Barnes Residents Association, Friends of Cannon Hill Common, London Fire and Civil Defence Authority
- " Density - N/A

**1. INTRODUCTION**

- 1.1 This application is brought before the Planning Applications Committee as a result of the nature and content of representations.

## **2. SITE AND SURROUNDINGS**

- 2.1 The application site is situated to the north of 318-344 Cannon Hill Lane, two storey maisonettes, and to the south of Raynes Park Playing Fields. It is accessed via a 2.5 metre wide private path between 318-320 and 322-324 Cannon Hill Lane. The site has no particular land use designation under the provisions of the Merton Sites and Policies Plan and is currently occupied by a single storey scout hut building (90 sqm approximately). The scout hut has fallen into a state of disrepair and as such has not been used for scout meetings for approximately 4 years. During this time it has been used for storage purposes ancillary to the scout organisation.
- 2.2 The site does not fall within a conservation area or a flood risk area. At the time of receipt of the application, the site was classed as land protected by open space policies in the UDP. However, since adoption of the Site and Policies Plan, the site is no longer included in land where these protective policies apply.
- 2.3 There is an Oak tree on the site which benefits from a Tree Protection Order (No.303) TPO 2000.

## **3. CURRENT PROPOSAL**

- 3.1 The application is for the demolition of the existing scout hut and erection of a new scout county headquarters (325sqm) and car parking with access between 318-320 Cannon Hill Lane and 322-324 Cannon Hill Lane. The new headquarters would be used as an adult training centre for 40 or more scout leaders and would accordingly fall within use class D1. There would be one administrative employee on site most week days. The proposed hours of opening are 8.30am to 4.30pm (Monday to Friday), 9.30am to 6.30pm (Saturdays) and 9.30am to 4pm (Sunday and Bank Holidays)
- 3.2 The training centre itself would be sited 2.9 metres from the rear boundaries of 326-344 Cannon Hill Lane and would be comprised of two pitched roof buildings with a glazed link in between. It would have a total length of 39 metres, a width of 13 metres, a height of 3.4 metres (flat roof). Inside there would be a large foyer with access to four WC's, an office, a computer room, two meeting rooms, a storage room, a kitchen, a great hall and an open hall. The larger of the two buildings would have a glazed box to provide light to the foyer which would project 0.2 metres above the roofline, would be 2 metres in width and 3 metres in length.
- 3.3 There would be small windows along parts of the north, east and west elevations. The main entrance would be in the east elevation and additional doors would be provided in the north and south elevations. These additional doors would provide access to decked areas. The building would be finished with timber cladding and

would have a green roof feature. The application has been the subject of amendment. Since submitting the application, the applicants have amended the drawings and this has resulted in the roof design being changed from a pitched roof to a "Green" flat roof. This has resulted in a reduction in height from 5.6metres to 3.4metres.

- 3.4 The car park would be sited to the rear of 318-326 Cannon Hill Lane, would be constructed in a porous material and would have spaces for twelve cars. The car parking area has since been redesigned to ensure that no protected trees will be lost as part of the development.

#### **4. PLANNING HISTORY**

- 4.1 There is no planning history for the application site. There is planning history for the land to the rear of 274-318 Cannon Hill Lane as detailed below;

- 4.2 00/P1846 – Outline application for redevelopment of site involving the erection of 3 x 2 bed bungalows and alterations to the existing access on land – Refused.

**Reasons for Refusal;**

**'The proposed development would be harmful to an important ecological/natural habitat resulting in the loss of protected trees and likely harm to the protected Oak tree to the detriment of the open character of the locality, contrary to Policies EN.2, EN.10, EN.11, EB.20 of the Adopted Unitary Development Plan (April 1996) and Policies ST.21, NE.8, NE.9, NE.13 of the Second Deposit Draft Unitary Development Plan (October 2000).'**

**'The proposed development would provide inadequate servicing arrangements for the management of development and an inadequate means of access for emergency vehicles, likely to prejudice highway safety, contrary to Policy M11 of the Adopted Unitary Development Plan (April 1996) and Policy RN4 of the Second Deposit Draft Unitary Development Plan (October 2000).'**

- 4.5 99/P2232 – Outline application for redevelopment of site involving the erection of 3 x 2 bed bungalows – Refused.

**Reasons for Refusal;**

**'The proposed development would be harmful to an important ecological/natural habitat resulting in the loss of a protected woodland area and likely harm to the protected Oak tree to the detriment of the open character of the locality, contrary to Policies EN.2, EN.10, EN.11 and EB.20 of the Adopted Unitary Development Plan (April 1996) and Policies NE.8, NE.9 and NE.13 of the Deposit Draft Unitary Development Plan (September 1999).'**

**The proposed development would provide inadequate servicing arrangements for the management of the development and an inadequate means of access to the site for emergency vehicles, likely to prejudice highway safety, contrary to Policy M.11 of the Adopted Unitary**

**Development Plan (April 1996) and Policy RN.4 of the Deposit Draft Unitary Development Plan (September 1999).**

- 4.8 There is also recent planning history for the Raynes Park Playing Fields which lie immediately to the north of the application site;  
14/P3466 – Planning permission granted for the provision of additional tennis facilities, with these facilities including a total of six permanent synthetic surface tennis courts, with three of these tennis courts covered by an air dome (temporary for 10 years); the erection of eight, 10 metre high columns providing twelve floodlights to the three uncovered courts, the erection of single storey buildings to provide temporary changing facilities, storage and WC facilities, a new electrical substation, switch room and inflation unit, the resurfacing and formalising of the area currently used for car parking and the widening of existing vehicular access from Grand Drive plus associated landscaping, drainage and fencing.

**5. RELEVANT POLICIES.**

National Planning Framework [March 2012]

- 5.1 The National Planning Framework was published on the 27 March 2012. This document is put forward as a key part of central government reforms '...to make the planning system less complex and more accessible, and to promote sustainable growth'.
- 5.2 The document reiterates the plan led system stating that development which accords with an up to date plan should be approved and proposed development that conflicts should be refused. The framework states that the primary objective of development management should be to foster the delivery of sustainable development, not to hinder or prevent development. To enable each local authority to proactively fulfil their planning role, and to actively promote sustainable development, local planning authorities need to approach development management decisions positively and look for solutions rather than problems so that applications can be approved wherever it is practical to do so. The framework attaches significant weight to the benefits of economic and housing growth, the need to influence development proposals to achieve quality outcomes; and enable the delivery of sustainable development proposals.

5.3 London Plan 2015

Further alterations to the London Plan were adopted in March 2015.

The relevant policies in the London Plan include:

- 3.1 (Ensuring Equal life Chances for All)
- 3.16 (Protection and Enhancement of Social Infrastructure)
- 3.18 (Educational Facilities)
- 5.1 (Climate Change Mitigation)
- 5.2 (Minimising Carbon Dioxide Emissions)
- 5.3 (Sustainable Design and Construction)

- 5.11 (Green Roofs and Development Site Environs)
- 5.12 (Flood Risk Management)
- 5.13 (Sustainable Drainage)
- 6.5 (Funding Crossrail)
- 6.9 (Cycling)
- 6.10 (Walking)
- 6.13 (Parking)
- 7.2 (An inclusive Environment)
- 7.3 (Designing Out Crime)
- 7.4 (Local Character)
- 7.6 (Architecture)
- 7.15 (Reducing Noise and Enhancing Soundscapes)
- 7.21 (Trees & Woodlands)

#### 5.4 Merton LDF Core Planning Strategy (2011)

The relevant policies in the Merton LDF Core Planning Strategy include:

- CS11 (Infrastructure)
- CS13 (Open space, nature conservation, leisure and culture)
- CS14 (Design)
- CS15 (Climate Change)
- CS.16 (Flood Risk Management)
- CS18 (Active Transport)
- CS19 (Public Transport)
- CS20 (Parking, Servicing and Delivery)

#### 5.5 Site and Policies Plan 2014

- DM C1 (Community Facilities)
- DM O2 (Nature conservation, trees, hedges and landscape features)
- DM D1 (Urban Design and the Public Realm)
- DM D2 (Design Considerations in all Developments)
- DM EP2 (Reducing and Mitigating Noise)
- DM F1 (Support for Flood Risk Management)
- DM F2 (Sustainable Urban Drainage Systems)
- DM T1 (Support for Sustainable Transport and Active Travel)
- DM T2 (Transport Impacts of Development)
- DM T3 (Car Parking and Servicing Standards)
- DM T5 (Access to the Road Network)

## 6. CONSULTATION

- 6.1 The submitted planning application was publicised by means of a press notice, a site notice and individual consultation letters sent to 21 neighbouring properties.

In response, 9 letters of objection were received in respect of the plans as originally submitted, raising concerns with regard to the following:-

- The proposed building will be 300% larger than the current footprint, would be much taller and accordingly would constitute an over-development of the site.
- The proposed building would constitute an eye sore and would have an impact on the outlook from the rear of properties on Cannon Hill Lane.
- The proposal would restrict all daylight and sunlight from entering gardens of properties in Cannon Hill Lane.
- The proposal will harm the character and appearance of the area and also the openness of the site.
- The proposal would result in an invasion of privacy, in particular there may be overlooking from the rooflights in the south facing roof slope.
- The number of people using the training centre, which is perceived to be higher than the 40 person capacity in the design and access statement, would create excessive noise and disturbance to the detriment of neighbouring occupiers and smokers would cause air pollution.
- If the building is hired out for other community functions, this would increase the noise problem
- Lighting in the car park would be a nuisance to neighbouring occupiers.
- There are an excessive number of car parking spaces for one member of staff and the plans show an allocated desk space for more than one member of staff.
- The cars using the narrow access path would create a disturbance to neighbouring occupiers and have an effect on the air quality.
- The path is also too narrow for such a proposal and would not accommodate pedestrians and cars at the same time causing concern for public safety.
- The narrow path would restrict access to the site to emergency service vehicles and refuse collection vehicles.
- The building, which would not be visible from the public realm, would create a heightened security risk.
- The number car parking spaces shown on the existing plan is inaccurate.
- The proposal would result in additional pressure on parking in Cannon Hill Lane.
- The domestic cooker would present a fire hazard that would not be accessible by a fire engine due to the narrow access path and the timber construction would exasperate the issue.
- A site waste management plan should be required for a large building with a kitchen.
- The building works would have a detrimental impact on the roots of trees on the boundary and in the rear gardens of properties in Cannon Hill Lane.
- There is no justification for clearance of the site and the loss of several trees would affect the amenity of the area and cause a loss of animal habitat.

The following concerns were also raised however they are not material planning considerations;

- The proposal will spoil the view of the playing fields and associated wildlife from properties in Cannon Hill Lane.

- Devaluation of surrounding properties.
  - Rear of 314-344 Cannon Hill Lane is a confusing address.
- 6.2 Following receipt of revised plan, which comprised the replacement of the pitched roof with a flat roof and clarification on the proposed use, neighbouring occupiers were re-consulted. One further letter of objection was received, which reiterated earlier concerns and expressed concern at the impact the use would have on parking pressure in the area.
- 6.3 Transport Planning.  
The site has a PTAL rating of 2 (poor) and is not located in a Controlled Parking Zone. The transport team were consulted and have raised no objections. The officer indicated support for the scheme subject to an imposition of a condition to ensure the provision of a parking management strategy.
- 6.4 Environmental Health – (Comments on proposals as initially submitted)  
No objections subject to conditions relating to construction times, hours of use, external lighting, amplified sound and contaminated land.
- 6.5 Trees Officer  
The proposed car park has been re-designed to take account of the large mature oak tree on the site. There are no other trees of particular merit on the site.
- 6.6 The last segment of the proposed building is located in an open area of ground that currently supports a mass of young vegetative growth. This area should be assessed to determine whether there is any current ecological value in the new growth or whether any protected species are located on the land.
- 6.7 The landscaping proposals as shown on the plans would provide for a solid and continuous tree screen along the entire length of the rear boundaries. This could take the form of a native species of tree such as Hawthorn. A tree protection condition for the Oak tree and landscaping conditions are recommended.
- 6.8 Crime Prevention Design Advisor - Comments on proposals as initially submitted  
The Met Police advisor has recommended security lighting to the car park but has not raised concerns regarding the impact of the proposals on the general security of neighbour occupiers.
- 6.9 Environment Agency - Comments on proposals as initially submitted  
The site falls partially within flood zone 2 and accordingly a flood risk assessment has been carried out. The applicant has stated that a very small area of the access road (adjacent to the crossover) is classified as Zone two and this area and all hardstanding areas are part of a Sustainable Urban Drainage Systems (SUDS). Officers consider it would be prudent to attach a condition to ensure implementation of such measures to all hardstanding areas.

## 7. PLANNING CONSIDERATIONS

- 7.1 The planning considerations in this case relate to the principle of the proposed development, the impact of the proposal on the character and appearance of the surrounding area, the impact of the proposal on the amenities of neighbouring occupiers and the impact on traffic and highway safety.

### Principle of Development

- 7.2 London Plan Policy 3.16 stresses the importance of protecting and enhancing social infrastructure which contributes to making an area more than just a place to live. The demolition of the existing building and its replacement with a building within use class D1 is therefore supported however; it must be balanced against other objectives of the development plan including the impact on visual amenity, the impact on the amenities of neighbouring occupiers and the impact on highway safety.
- 7.3 The application site formed part of the borough's designated open space in the Unitary Development Plan (2003) and as such the proposal was considered to be inappropriate at the time it was submitted in 2012. However, the UDP has since been superseded by the Sites and Policies Plan in July 2014 and this plan does not designate the application site as open space. The principle of a D1 use is accordingly considered acceptable.

### Impact on Visual Amenity

- 7.4 Policies CS.14 of Council's Core Strategy and DM.D2 of the Council's Sites and Policies Plan seek to ensure that all development relates positively and appropriately to the siting, rhythm, scale, density, proportions, height, materials and massing of surrounding buildings and existing street patterns, historic context, urban layout and landscape features of the surrounding area. The proposed building would have a large footprint however it is considered that by virtue of its revised design which incorporates a green flat roof with an appropriate height as opposed to the originally proposed pitched roof and its siting to the rear of two-storey dwellinghouses, it would not be unduly prominent and would not detract from the character and appearance of the surrounding area.
- 7.5 Policy DM.O2 in the Council's Sites and Policies Plan asserts that development will not be permitted if it would damage or destroy one or more trees protected by a Tree Preservation Order unless the reason for the development outweighs the amenity value of the trees. The applicant had originally proposed to remove the oak tree on the site however, further to discussion with the Council's Tree Officer has amended the plans to show its correct position and confirmed it will be retained. A condition will be attached to ensure that the surface treatment does not unduly affect the oak tree. Conditions will also be attached to protect the trees at neighbouring properties and ensure a suitable landscaping scheme.

7.6 Policy DM.02 in the Council's Sites and Policies Plan also seeks to ensure the protection and enhancement of biodiversity. However, the Greenspace Information for Greater London shows that there are no records of protected species in the vicinity of the site. Conditions which would secure the provision of the green roof and landscaping will be recommended in order to enhance biodiversity.

Neighbour amenity

7.7 Policy DM.D2 in the Council's Sites and Policies Plan seeks to ensure appropriate levels of sunlight and daylight, quality of living conditions and privacy to adjoining buildings and gardens. It also seeks to protect existing development from visual intrusion, noise, vibrations or pollution so that the living conditions of existing occupiers are not unduly diminished. The proposed building would be 2.9 metres from the rear boundaries of properties in Cannon Hill Lane and would have a flat roof with a height of 3.4 metres, which is significantly lower than the originally proposed pitched roof with a maximum height of 5.6 metres. It is considered that by virtue of its separation from the boundary along with its modest height, it would not constitute a visually intrusive form of development and would not result in a material loss of light or loss of outlook to the detriment of the amenities of the neighbouring occupiers.

7.8 The potential harm also relates to noise associated with the proposed use and its associated parking and access. In this respect policy DM.EP2 in the Council's Sites and Policies Plan is relevant. This policy seeks to ensure that development does not have a significant adverse effect on nearby occupiers by reason of noise generation and disturbance. The existing building which has no restriction on hours of use falls and which whilst not occupied at present, has the potential of being a source of noise and disturbance. Nevertheless, the proposed building will accommodate a much higher number of people and also involves the provision of a car park which would generate additional noise and disturbance. So as to mitigate against any impact that may arise, the applicant has agreed that the hours of use will be restricted to 8am-9pm and this will be secured by way of condition.

7.9 The plans show an office and computer room, the contents of which may be attractive to persons with criminal intent. Heightened security should be considered for these rooms as well as the entire site. Whilst there are existing timber gates to the site access, it is not clear from the plans if they are being replaced or relocated. It is also considered that excessive lighting could result in nuisance to neighbouring/ adjacent occupiers and therefore conditions requiring details of security lighting and gating, including hours of operation of lighting and boundary treatment to include gates are recommended.

7.10 Highway Safety, parking and servicing.

The Transport Planning Officers have raised no objection to the proposal however; a parking management plan would be required. The amended parking arrangement shows 12 car parking spaces. This is considered to be an acceptable level of car parking to service the use in this location.

**8 SUSTAINABLE DESIGN AND CONSTRUCTION.**

8.1 The Council's Core Strategy reinforces the wider sustainability objectives of the London Plan with policy CS15 requiring all development to demonstrate how the development makes effective use of resources and materials and minimises water use and CO2 emissions.

8.2 The development is under 500m<sup>2</sup> and therefore does trigger consideration under LDF policy CS.15 for achieving BREEAM "Very Good". Nevertheless, the applicants have included a green-roof design in the scheme, and envisage a SuDS system to deal with surface water runoff and this is welcomed insofar as it promotes the more general objectives of sustainable design.

**LOCAL FINANCIAL CONSIDERATIONS**

Mayor of London Community Infrastructure Levy

9.1 The proposed development is liable to pay the Mayoral Community Infrastructure Levy [CIL], the funds for which will be used by the Mayor of London towards the 'CrossRail' project.

9.2 The CIL amount is non-negotiable and planning permission cannot be refused for failure to pay the CIL. It is likely that the development will be liable for the Mayoral Community Infrastructure Levy that is calculated on the basis of £35 per square metre of new floor space.

London Borough of Merton Community Infrastructure Levy

9.3 After approval by the Council and independent examination by a Secretary of State appointed planning inspector, in addition to the Mayor of London Levy the Council's Community Infrastructure Levy commenced on the 1 April 2014. The liability for this levy arises upon grant of planning permission with the charge becoming payable when construction work commences.

9.4 Application of this levy does not apply to the proposed use.

**10. CONCLUSION**

10.1 The proposed building is considered to be appropriately designed and sited, would not detract from the visual amenity of the area and would enhance social infrastructure in the borough. Concerns raised in respect of neighbour amenity have been noted however, officers consider that the potential harm can be addressed by the use of conditions, and that greater weight may be attached to policies promoting improvements to social infrastructure.

## **RECOMMENDATION**

### **Grant permission subject to the following conditions**

1. A.1 Commencement of development within 3 years
2. A.7 Approved Plans
3. B.1 External Materials to be Approved
4. B.4 Details of Surface Treatment
5. B.5 Details of Walls/Fences/Gates
6. D.10 Details of external lighting shall be submitted to and approved by the Council before the development is occupied with such details, as may be approved, implemented before occupation and permanently retained. Any external lighting shall be positioned and angled to prevent any light spillage or glare beyond the site boundary.
7. C.6 Refuse and Recycling
8. C.8 No Use of Flat Roof
9. D.1 Hours of Use (8am-9pm)
10. D.3 No music or amplified sound to be audible at the boundary of any adjacent residential building.
11. D.11 Construction Times
12. E.5 Restriction – Use of Premises (For the specified use alone)
13. F.1D Landscaping
14. F.2O Landscaping/Planting Scheme (Implementation)
15. F.5D Tree Protection
16. F6 Design of Foundations (8 metres)
17. F8 Site Supervision (Trees)
18. H.6 Cycle Parking
19. H.9 Construction Vehicles
20. H.11 Parking Management Strategy
21. H.18 Sustainable drainage
22. M.2 Contaminated Land – If during construction works contamination is encountered which has not previously been identified and considered the Council's Environmental Health Section shall be notified immediately and no further development shall take place until remediation proposals (detailing all investigative works and sampling, together with the results of analysis, risk assessment to any receptors and proposed remediation strategy detailing proposals for remediation) have been submitted to and approved by the Local Planning Authority and the approved remediation measures/treatments implemented in full.
23. (Non Standard) No work shall be commenced until details of the design, materials and method of construction of the car park to be used within 10 metres of the retained Oak tree shall be submitted to and approved in writing

by the Local Planning Authority and the work shall be carried out in accordance with the approved details. Reason: To protect and safeguard the retained Oak tree in accordance with the policy 7.21 of the London Plan 2011, policy CS13 of the Council's Adopted Core Strategy 2011 and policy DM.O2 of the Council's Sites and Policies Plan 2014.

25. (Non Standard) The ancillary office use shall be restricted to the office area shown on the approved plans and shall only be used for purpose ancillary to the principal use of the building.

Reason: To prevent the introduction of an inappropriate unrelated office use in this location.

26. The building shall not be occupied until a "green roof" has been installed, the specification for which shall have been agreed in writing by the local planning authority.

Reason. To manage and reduce flood risk from runoff and to enhance biodiversity in accordance with LDF polciies CS.13 and CS.16.

Informatives:

1. The applicant is encouraged to contact the LFCDA or London Fire Brigade in order to assess the need for and integration of any hydrants into the access road so as to assist emergency services in the event of a fire.