

# GREATER LONDON AUTHORITY

## Development, Enterprise and Environment

**Tim Lipscomb**

London Borough of Merton  
Civic Centre  
London Road  
Morden  
SM4 5DX

**Our ref:** GLA/4830/01

**Your ref:** 19/P2387

**Date:** 9 September 2019

Dear Tim

**Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008  
265 Burlington Road, Tesco Car Park**

I refer to the copy of the above planning application, which was received from you on 7 August 2019. On 9 September 2019, the Mayor considered a report on this proposal, GLA/4830/01. A copy of the report is attached, in full. This letter comprises the statement that the Mayor is required to provide under Article 4(2) of the Order.

Whilst the application is strongly supported in strategic planning terms, the Mayor considers that the application does not currently fully comply with the London Plan and draft London Plan, for the reasons set out in paragraph 70 of the above-mentioned report; but that the possible remedies set out in paragraph 70 could address these deficiencies.

If your Council subsequently resolves to make a draft decision on the application, it must consult the Mayor again under Article 5 of the Order and allow him fourteen days to decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 to refuse the application, or issue a direction under Article 7 that he is to act as the local planning authority for the purpose of determining the application and any connected application. You should therefore send me a copy of any representations made in respect of the application, and a copy of any officer's report, together with a statement of the decision your authority proposes to make, and (if it proposed to grant permission) a statement of any conditions the authority proposes to impose and a draft of any planning obligation it proposes to enter into and details of any proposed planning contribution.

Please note that the Transport for London case officer for this application is Lucy Simpson,  
lucysimpson@tfl.gov.uk.

Yours sincerely,



**John Finlayson**  
Head of Development Management

cc Leonie Cooper, London Assembly Constituency Member  
Andrew Boff, Chair of London Assembly Planning Committee  
National Planning Casework Unit, DCLG  
Lucinda Turner, TfL  
Jonathan Murch – Davies Murch

## 265 Burlington Road and Tesco car park

in the London Borough of Merton

planning application no.19/P2387

### Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

### The proposal

Mixed use development between seven and 15 storeys high comprising 456 residential units with 499 sq.m of office (Class B1a) at ground floor. Associated amenity space, refuse storage, cycle stores and provision of 220 parking spaces at ground floor level.

### The applicant

The applicants are **TP Bennett** and **Redrow**, the architect is **RMA**

### Strategic issues

**Principle of development:** The principle of introducing residential development to this under-utilised site responds positively to draft London Plan policies to increase housing supply and optimise sites. Further discussions are required with Merton Council to confirm that the proposed development would not undermine the delivery and objectives of the wider site allocation (paragraphs 15-23).

**Affordable housing:** 35% affordable housing by habitable room, comprised of 58 shared ownership units (40%) and 87 social rented units (60%), meets the Fast Track threshold. Social rented units would be offered at London Affordable Rent levels, in line with the Mayor's Affordable Housing and Viability SPG. Further information is required on the affordable rent levels, income ranges and availability of grant funding. An early stage review must be secured (paragraphs 25-30).

**Urban design:** Further consideration is required in terms of the Crossrail 2 requirements, public realm, landscaping, pedestrian routes and active frontages. An inactive, impermeable frontage along the western building line is not acceptable in the context of the wider site allocation (paragraphs 35-49).

**Transport:** The proposal must demonstrate how the site will accommodate the bridge requirement associated with the future delivery of Crossrail 2. Financial contributions are required toward bus stops and pedestrian and cycle infrastructure. Further detail is required to assess the impact on local highways and public transport (paragraphs 56-67).

Issues relating to **sustainable development** (paragraphs 50-55) must also be addressed.

### Recommendation

That Merton Council be advised that whilst the application is supported in strategic planning terms, it does not currently fully comply with London Plan and draft London Plan policies as set out in paragraph 71 of this report, but the possible remedies set out in that paragraph could address these deficiencies. Further discussion is also required regarding the Crossrail 2 requirements.

## Context

1 On 7 August 2019 the Mayor of London received documents from Merton Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008, the Mayor must provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under Category 1A and 1C of the Schedule to the Order 2008:

- 1A. *“Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats.”*
- 1C(c) *“Development which comprises or includes the erection of a building that is more than 30 metres high and is outside the City of London.”*

3 Once Merton Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The Mayor of London's statement on this case will be made available on the GLA website [www.london.gov.uk](http://www.london.gov.uk).

## Site description

5 The 1.23 hectare site comprises two parcels of land:

- 265 Burlington Road: a vacant 1980's two storey office building with ancillary warehouse building (total 3,737 sq.m. GIA) and 100 car parking spaces, and,
- land to the south which includes an access and perimeter road and 98 car parking spaces which form part of Tesco New Malden customer parking.

6 The site is bound by Burlington Road (B282) to the east, a large Tesco superstore to the west, Pyl Brook and Raynes Park High School to the north and light industrial buildings to the south.

7 The site has no local or strategic policy designations, it does not lie within a conservation area and does not contain any listed buildings. At a local level the site forms part of allocated site RP3 within the emerging Merton Local Plan 2015-2030 (second consultation), and is identified as suitable for comprehensive redevelopment to retain the supermarket with the same floorspace within a new purpose-built unit and to optimise the remainder of the site for new homes, landscaping and access.

8 The site is served by four bus routes, with the nearest bus stop location on Burlington Road approximately 100 metres from the site. Motspur Park overground station is approximately 750 metres to the south and Raynes Park station is located to the north. The site achieves a public transport accessibility level (PTAL) of 2-3, on a scale of 0 to 6b where 6b is the most accessible.

9 Whilst the site falls outside the limits of Crossrail 2 Safeguarding, as set out in the 2015 Crossrail 2 Safeguarding Directions, part of the application site has been identified as a proposed worksite for the future delivery of the Crossrail 2 scheme.

## Details of the proposal

10 The application proposes the demolition of existing buildings at 265 Burlington Road and construction of two buildings ranging in height from seven to 15 storeys, to provide 456 residential units (35% affordable housing), 449 sq.m. of office floorspace (Class B1a) and 220 car parking spaces, together with associated reconfiguration of the retained Tesco car park and public realm works.

## Case history

11 A pre-application meeting was held with the applicants and the GLA on 10 October 2018 and a pre-application report was issued on 22 October 2018. In summary, GLA officers were supportive of the principle of a residential-led mixed-use redevelopment of the site, subject to satisfying issues raised in relation to affordable housing, design, residential quality, energy and transport.

## Strategic planning issues and relevant policies and guidance

12 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the Merton Core Planning Strategy (2011), Sites and Policies Plan and Policies Map (2014), and the 2016 London Plan (Consolidated with Alterations since 2011).

13 The following are relevant material considerations:

- The National Planning Policy Framework (February 2019)
- National Planning Practice Guidance
- Draft London Plan (consolidated changes version July 2019), which should be taken into On the basis explained in the NPPF.
- Mayor's Affordable Housing and Viability Supplementary Planning Guidance. This must now be read subject to the decision in 9McCarthy & Stone) v. Mayor of London.
- Draft New Merton Plan – post Stage 2 consultation. Adoption expected Winter 2021.
  
- Employment uses *London Plan*
- Housing & affordable housing *London Plan; Housing SPG; Affordable Housing & Viability SPG; Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context,*
- Urban design *London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG*
- Inclusive design *London Plan; Accessible London: achieving an inclusive environment SPG;*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Environment Strategy;*
- Transport *London Plan; the Mayor's Transport Strategy;*

## Principle of development

14 The application site forms part of allocated site RP3 'Burlington Road Tesco' within the emerging Merton Local Plan. The allocated site includes the New Malden Tesco Extra store, retail surface level parking and the vacant office and warehouse building at 265 Burlington

Road. The proposed site allocation seeks to re-provide the existing supermarket (equivalent floorspace) and redevelop the remainder of the site for new homes. The emerging site allocation does not specify an indicative residential density or maximum building heights.

15 Stage 2 consultation for the new Merton Plan was undertaken between October 2018 – January 2019, with an anticipated adoption date of Winter 2021. In the absence of adopted or emerging strategic policy designations for the application site, the draft local site allocation forms a material planning consideration in the assessment of the proposed development.

#### Loss of car parking and commercial premises

16 The site at 265 Burlington Road includes a vacant two-storey office building with a single storey interconnecting warehouse. The existing buildings were constructed in the 1980's in accordance with planning permission MER416/84. Following this, planning permission was granted in 1990 for the use of the existing buildings as offices (Class B1). Whilst planning permission was also granted 1991 for the demolition of the existing buildings and erection of a three-storey office building, GLA officers understand that this permission has not been implemented.

17 In line with the emerging site allocation, the proposed development includes the demolition of the two-storey office building (2,547 sq.m. GIA) and interconnecting warehouse (936 sq.m. GIA) at 265 Burlington Road to enable the residential-led redevelopment of the allocated site. The site allocation does not require the retention or re-provision of the office or warehouse uses. GLA officers acknowledge that the warehouse component of the existing building is limited to approximately 900 sq.m and as such, would have operated ancillary to the function to the office building, for storage purposes or similar. In this context, and also considering the relevant planning history for the site, GLA officers consider the site's primary lawful use to be office. In line with draft London Plan Policy E1, the redevelopment of vacant office floorspace in this location to provide a higher density, residential-led mixed use scheme is supported in principle.

18 Notwithstanding the above, in line with London Plan Policy 2.7 and draft London Plan Policy E1 the proposal would re-provide approximately 499 sq.m. of replacement office floorspace within five ground floor units, suitable for small and medium sized enterprises. Given the location of the site along Burlington Road and the mixed character of the surrounding area, the site is considered appropriate for such uses, which would contribute towards the activation of the building's frontages. The final provision of non-residential floor space within each use class should be secured by the Council.

19 The proposal involves the loss of 100 parking spaces associated with the vacant office building and 98 retail parking spaces. The Tesco store will retain 577 car parking spaces out of the existing 675 spaces. As discussed during pre-application, the redevelopment of part of the car park will bring benefits in reducing car trip generation and encouraging more sustainable modes of transport, in line with draft London Plan Policies T2 and T6. Subject to suitable mitigation of the potential impacts of displaced parking on neighbouring areas, the loss of the existing car park is therefore supported.

#### Housing

20 Policy H1 'Increasing housing supply' and Table 4.1 of the draft London Plan sets Merton a ten-year housing completion target of 13,280 units between 2019/20 and 2028/29 (increased from the existing 10-year target of 4,107 in the current London Plan). The proposal to introduce residential use to this under-utilised site responds positively to London Plan and

draft London Plan policies to increase housing supply and optimise sites and is strongly supported.

### Comprehensive development

21 Site allocation RP3 within the emerging Merton Local Plan makes clear that the Council seeks to incorporate the application site as part of a wider, comprehensive, redevelopment of the Tesco extra store. GLA officers strongly support the thrust of this approach and note that, in general, comprehensive redevelopment is essential to ensure that the challenges and incentives of brownfield land development are shared evenly in order to achieve coherent growth and regeneration, whilst integrating delivery of the infrastructure necessary to support sustainable communities.

22 In response to pre-application comments, the applicant has prepared an indicative masterplan layout, demonstrating how the proposed development could come forward in isolation, without undermining the delivery of the wider objectives of the site allocation. Whilst GLA officers are generally satisfied with the proposed approach, further discussions should be undertaken with Merton Council regarding specific layout, design and delivery objectives for the allocated site. The applicant should also address concerns detailed further below within this report regarding the inactive south-western building frontages.

## **Housing**

23 The proposed development includes 456 residential units. A detailed housing schedule is provided below:

Table 2.0: Unit mix

<b>Unit type</b>	<b>No. of units</b>	<b>Percentage of total</b>
<b>One bed</b>	114	25%
<b>Two bed</b>	290	64%
<b>Three bed</b>	52	11%
<b>Total</b>	<b>456</b>	<b>100%</b>

### Affordable Housing

24 London Plan Policies 3.11 and 3.12 and draft London Plan Policies H5 and Policy H6 seek to maximise the delivery of affordable housing, setting a strategic target of 50% across London. Policy H6 'Threshold approach to applications' identifies a minimum threshold of 35% (by habitable room) affordable housing, whereby applications providing that level of affordable housing, with an appropriate tenure split, without public subsidy, meeting other relevant policy requirements and obligations to the satisfaction of the borough and the Mayor, as well as investigating grant funding, can follow the 'fast track route' set out in the SPG. This means that they are not required to submit a viability assessment or be subject to a late stage viability review.

25 It is proposed to provide 35% affordable housing (by habitable room), comprised of 58 shared ownership units (40%) and 87 low cost rent (London Affordable Rent) units (60%),

which complies with the tenure split set out in draft London Plan Policy H7. It is noted that the Merton Local Plan seeks 60% social rent and 40% intermediate tenures, and in order to meet the Fast Track Route requirements, the Council must confirm that it is satisfied with this proposed tenure mix.

26 The applicant has confirmed that the proposed rent levels are in line with London Affordable Rent levels. Whilst this is welcomed, benchmark rent levels must be detailed for each unit size. The income thresholds for the shared ownership units must also be secured, noting the Mayor's expectation that these will be available to people on a range of incomes below the £90,000 threshold. The rental levels and income thresholds must be further discussed with GLA officers prior to a Stage 2 referral, and robustly secured within a s106 agreement.

27 In line with the Fast Track criteria, the applicant must demonstrate that the use of grant funding has been explored to maximise the delivery of the affordable housing. Should the Fast Track criteria not be met, the applicant must submit a Financial Viability Assessment (FVA) to demonstrate that the maximum reasonable level of affordable housing is delivered. The FVA will need to be independently assessed by the Council and the assessment and the results shared in full with GLA officers prior to the Council determining the application.

28 The draft London Plan and the Mayor's Affordable Housing & Viability SPG set out expectations for viability review mechanisms to be secured through S106 agreements, including early implementation reviews (if an agreed level of progress has not been made within an agreed time after grant of permission) and late stage reviews (usually triggered at 75% of private sales). Should the application not meet the Fast Track threshold, a late stage review mechanism will be expected. In either case, an early implementation review will be required. GLA officers request early engagement into the wording of the draft S106 agreement to ensure that appropriate wording for review mechanisms, as well as obligations around delivery of affordable housing. A draft of the S106 must be agreed with GLA officers during the course of the application, in advance of the stage 2 referral.

29 The Council must publish any financial viability assessment, submitted to support a planning application, in accordance with the Mayor's Affordable Housing and Viability SPG. GLA officers will ensure that the assessment is made available, to ensure transparency of information.

#### Housing mix and density

30 London Plan Policy 3.8 'Housing Choice', draft London Plan Policy H12 and associated planning guidance promotes housing choice and seeks a balance of unit sizes in new developments. London Plan Policy 3.11 states that priority should be given to the provision of affordable family housing. Whilst the proposal would primarily include two-bedroom units, a proportion of one-bedroom and three-bedroom units have also been provided. Whilst the proposed housing mix does not raise any concern at a strategic level, the strategic requirement for affordable family housing should be met and the proportion of affordable housing maximised. The applicant should liaise with the Local Authority in terms of the housing needs of the Borough.

#### Children's play space

31 London Plan Policy 3.6 and draft London Plan Policy S4 require development proposals to make provisions for play and informal recreation based on the expected child population generated by the scheme. The Play and Recreation SPG expects a minimum of 10 sq.m. per child to be provided in new developments. Whilst the GLA population yield calculator has recently been refined to better predict the likely child yield of schemes, it is noted that the proposed development was submitted prior to the release of the revised calculator. The applicant has calculated that the development will have a child yield of 198, resulting in a requirement for



1,978 sq.m. of on-site play. For completeness, the applicant should provide the child yield figure based on the GLA's updated population yield calculator.

32 The applicant proposes to incorporate 1,561 sq.m. of play for 0-11 year olds at podium level within both blocks. Whilst GLA officers support this approach, details of the proposed space, including quantum and types of play elements for each age group, must be made clear. The final provision of play must be secured by condition or s106 agreement. The applicant should also identify facilities within the surrounding area which could provide formal recreation facilities to meet the needs of older children (12+) who live at the development. A financial contribution may be required towards these facilities.

33 Policy S4 of the draft London Plan makes it clear that play space in new residential developments should not be segregated by tenure.

## **Urban design**

34 Good design is central to all objectives of the London Plan. London Plan Policy 7.1 sets out a series of overarching design principles for development in London. The design policies within chapter 7 and elsewhere in the London Plan include specific design requirements relating to maximising the potential of sites, views and public realm. Policy 7.4 also requires that new development has regard to its context and makes a positive contribution to local character. The intent of these policies is reflected in draft London Plan Policies D1 and D2.

### Density

35 Draft London Plan Policy D6 'Optimising housing density' requires developments to make the most efficient use of land and to optimise density, using an assessment of site context and a design-led approach to determine site capacity.

36 The proposed scheme has a density of 194 units per hectare or 562 habitable rooms per hectare, which complies with the London Plan's density matrix for 'urban' locations. The draft London Plan prescribes a design led approach to ensuring that sites optimise densities, through taking a site's context and location into account and requiring greater scrutiny on higher density schemes. The proposed development does not fall within the range specified in part C of draft London Plan Policy D6, where additional scrutiny and information is required. Subject to addressing the issues raised within this report, it is considered that the scheme appropriately optimises its density and complies with draft London Plan Policy D4.

### Layout

37 The broad layout principles of positioning the blocks around the periphery of the site, with central landscaped podiums is supported, subject to the resolution of the Crossrail 2 requirements; this approach addresses the edges of the site, maximises housing delivery and provides a generous external amenity space which is elevated above the surrounding commercial uses. The intention to utilise roofs as communal and private amenity space is also supported. In line with London Plan Policy 5.10 and draft London Plan Policy G5, soft landscaping in these areas should be maximised to make a greater contribution to urban greening.

38 As discussed further in paragraphs 55 & 56, part of the site has been identified as a proposed worksite for the future delivery of the Crossrail 2 scheme and required works associated with the west Barns level crossing. The applicant should continue to liaise with the Crossrail 2 Integrated Project Team and the London Borough of Merton to ensure that the final design proposals for the application site can accommodate the Crossrail 2 requirements, including the accessible pedestrian footbridge.

39 The applicant has developed an indicative masterplan demonstrating how the proposed buildings would sit alongside the redeveloped Tesco store. Further discussions are required with Merton Council regarding the design and layout objectives for the masterplan site. GLA officers consider that that a greater effort should be made to maximise public realm, landscaping and improve pedestrian connectivity within the site boundary and wider masterplan area. The proposal to exploit the Ply Brook frontage to create a natural landscaped area and new pedestrian route through the site is welcomed. The applicant should consider enhancing this space to include a wider pedestrian footway and increased privacy planting to the proposed residential units. Active frontages along this elevation should be maximised to promote natural surveillance. This use of commercial/retail uses should be explored to mark the entrances to this route. Whilst this area is currently proposed to be gated for private use only, in line with draft London Plan Policy D7, the public realm and routes through the site should remain open to allow a pedestrian links to the west.

40 The ground floor of both buildings are currently dominated by car parking and plant. Whilst the commercial units and residential entrances would create an acceptable level of active frontage to Burlington Road, the proposal includes a significant amount of inactive frontage along the side and rear elevations. The rear elevation would be largely devoid of openings and would include full height louvre panels and brickwork panels articulated with clear glass bricks. Whilst it is noted that these elevations would sit adjacent to a service road, the applicant should consider the impact of this inactive frontage following any redevelopment of the Tesco store. An inactive impermeable frontage is not acceptable in this location. Overall, officers consider that the ground floor layouts should be revised to address these concerns.

#### Residential Quality

41 London Plan Policy 3.5 and draft London Plan Policy D4 promote quality in new housing provision, with further guidance provided by the Mayor's Housing SPG (2016). In accordance with strategic priorities, it is essential that residential quality is embraced fully, and baseline standards exceeded wherever possible.

42 The scheme generally presents good levels of residential quality, with most units benefiting from dual or triple aspects (65%) and no cores serving more than 8 units. The proposals would not include single-aspect north facing units. The quality of outlook and privacy to lower level units, especially those which adjoin areas of public realm, and the upper level units which adjoin the balcony access decks, must be considered. Sufficient screening and a clear delineation between ground floor public realm and private amenity space must be provided.

43 The proposal includes ground floor bedrooms associated with the duplex units. The intention to include bedrooms at ground floor should be reviewed in terms of the flood risk of the site and location adjacent to Ply Brook.

#### Height, massing & architecture

44 The form and massing improves upon the scheme presented during pre-application discussions and has largely addressed concerns that were raised at the time regarding the distribution of heights across the site. The development of a seven-storey shoulder height with variations of two to three storeys along the eastern edge of the site is supported and assists in providing variation between the buildings. The 17 storey maximum height is supported in terms of optimising housing delivery.

45 A Townscape and Visual Appraisal has been submitted. Whilst it is noted that the proposal would result in a noticeable addition to the surrounding low-density area, the distribution of

massing across the site responds appropriately to the surrounding context. The site is not located within the setting of heritage assets.

46 The proposed architecture is broadly supported and does not present any strategic design concerns. High quality facing materials, balcony treatments and window reveals should be secured to ensure exemplary design is carried through post planning to completion.

#### Fire safety

47 In accordance with Policy D11 of the draft London Plan, the Council should secure an informative prescribing the submission of a fire statement, produced by a third party suitable qualified assessor.

#### Inclusive design

48 The applicant's design and access statement addresses key points regarding inclusive access. 10% of the units would be M4(3) compliant (wheelchair accessible or adaptable). Full compliance with M4(3) and M4(2) should be secured by condition. Blue badge parking spaces would be provided in accordance with draft London Plan standards.

### **Sustainable development**

#### Energy strategy

49 The applicant has followed the energy hierarchy and the proposed strategy is generally supported; however, further information is required before the proposals can be considered compliant with London Plan Policy 5.9 and draft London Plan Policy S12. The applicant should investigate further mitigation measures for overheating or confirm that the natural ventilation strategy is line with the noise and air quality studies for the development. Further details on the proposed heat pump installation should be provided. The applicant should recalculate the findings using the declared distribution loss factor. For the 'be green' element of the hierarchy, a detailed roof layout should be provided demonstrating that the roof's potential for PV installation has been maximised.

50 An on-site reduction of 203 tonnes of carbon dioxide per year in regulated emissions compared to a 2013 Building Regulations compliant development is expected for the domestic buildings. This is equivalent to an overall saving of 35%, which does not meet the zero-carbon target. The non-residential element would achieve a 41% reduction, which exceeds the emissions target set in London Plan Policy 5.2. The applicant should address the technical queries raised in order to verify these savings. The remaining regulated CO2 emissions must be met through a contribution to the borough's offset fund.

#### Flood risk and sustainable drainage

51 The approach to flood risk management complies with London Plan Policy 5.12 and draft London Plan Policy S12.

52 The surface water drainage strategy for the proposed development does not comply with London Plan policy 5.13 and draft London Plan Policy SI.13 as it does not give appropriate regards to the greenfield runoff rate. Further details on how greenfield runoff rates will be achieved should be provided, of the use of three times greenfield rates justified.

53 The proposed development does not meet the requirements of London Plan policy 5.15 and draft London Plan policy SI.5 as it does not meet the water consumption targets of these policies.

#### Urban greening

54 Prior to any stage 2 referral, a calculation of the proposal's Urban Greening Factor must be provided in line with draft London Plan Policy G5. The areas of each surface type should be colour coordinated and shown on the landscape plan. The proposal should seek to achieve the stated target. A landscape plan should also be provided stating the species and size of proposed planting. Large canopy tree species would be strongly supported.

### **Transport**

#### Crossrail 2

55 Whilst the application site is outside the Limits of Safeguarding, as set out in the 2015 Crossrail 2 Safeguarding Directions, part of the application site has been identified as a proposed worksite for the future delivery the Crossrail 2 scheme and required for the works associated with the West Barns Lane level crossing. In the event that powers to deliver Crossrail 2 are approved, the proposed redevelopment of this site, as currently presented, would be prejudicial to the future delivery of the railway.

56 The Crossrail 2 Integrated Project Team are in discussions with the applicant and the London borough of Merton and are looking to jointly test options with the applicant as to how Crossrail 2 requirements may be accommodated within this site. These discussions also include a future accessible pedestrian foot bridge over the new Crossrail 2 railway to ensure future east / west permeability and to maintain a connection in this location. Further discussions are therefore necessary on these issues.

#### Healthy streets

57 In line with the Healthy Streets Approach set out in draft London Plan Policy T2, the applicant should undertake a Healthy Street Check against the proposed public realm and walking and cycling networks within the surrounding area, ensuring they are designed to a high standard. The application must demonstrate how the development will deliver improvements throughout the site and within the local area.

58 The Council should review the results from the applicant's Healthy Streets assessment to inform potential improvements to the walking and cycling environment, which should be secured through the s106 agreement. A financial contribution may be required in this respect.

#### Vision zero

59 Whilst an accident analysis has been provided, it fails to identify measures which can be used to eliminate accidents. Further information should be provided to demonstrate how the proposal will contribute towards the Vision Zero approach.

#### Cycle and car parking

60 The proposed provision of car parking is in line with London Plan and draft London Plan standards. Disabled persons parking and Electric Vehicle Charging Points (EVCP) including passive provision, should be provided in accordance with the draft London Plan. These will need

to be secured by condition along with the requirement to produce a Car parking Management Plan (CPMP) which will detail how these spaces are monitored. Parking spaces should be leased rather than sold this will need to be reflected in the CPMP.

61 Three years free car club membership should be secured for all residents within the s106 agreement.

62 Cycle parking must be provided in accordance with draft London Plan standards. Further work is required to demonstrate that the cycle parking would be provided in line with draft London Plan standards and the London Cycling Design Standards (LCDS). Officers raise specific concerns regarding the location of cycle parking within the podium amenity area. Access routes for cyclists to this area should be detailed.

### Highways and public transport

63 It is expected that at least 50% of the underground/rail mode share would use the bus to access Raynes Park rail station, which provides access to a greater number of services. Once these trips are reassigned, TfL will be able to confirm what bus capacity enhancements are required.

64 The applicant is required to pay to upgrade four bus stops so that they are fully compliant as accessible bus stops.

65 Electronic copies of the highways models must be submitted for review. Following this, a detailed response concerning the highways impact will be provided.

### MCIL2

66 In accordance with London Plan Policy 8.3, the Mayor charges CIL for developments permitted on or after 1 April 2012. In June 2017, the Mayor published proposals for an MCIL2 to contribute to Crossrail 2 funding which was levied from April 2019. The charge for Merton is £60 per sq.m.

## **Local planning authority's position**

67 The proposal has been the subject of pre-application discussions with Merton Council planning officers. The application is still under consideration.

## **Legal considerations**

68 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

## Financial considerations

69 There are no financial considerations at this stage.

## Conclusion

70 London Plan policies on offices, housing, affordable housing, urban design, inclusive design, sustainable development and transport are relevant to this application. The application does not yet fully comply with the London Plan, as summarised below. The resolution of these issues could, nevertheless, lead to the application becoming compliant with the London Plan.

- **Principle of development:** the residential-led mixed-use re-development is strongly supported in strategic planning terms, in line with London Plan and draft London Plan Policies.
- **Affordable housing:** 35% affordable housing by habitable room, comprised of 58 shared ownership units (40%) and 87 social rented units (60%), meets the Fast Track threshold. Social rented units would be offered at London Affordable Rent levels, in line with the Mayor's Affordable Housing and Viability SPG. Further information is required on the affordable rent levels, income ranges and availability of grant funding. An early stage review must be secured. A draft S106 must be shared with GLA officers prior to Stage 2 referral.
- **Urban design:** The proposed heights and massing are supported in terms of optimising housing delivery. Further consideration is required in terms of the Crossrail 2 requirements, public realm, surface level landscaping, pedestrian routes and active frontages. An inactive impermeable frontage along the western building line is not acceptable in the context of the wider site allocation.
- **Sustainable development:** The applicant has broadly followed the energy hierarchy; however, further information regarding overheating, potential connection to a nearby district heat network, the site heat network and renewable energy is required before the proposals can be considered acceptable.
- **Transport:** The design proposals must demonstrate how the site will accommodate the bridge requirement associated with the future delivery of Crossrail 2. Financial contributions are required towards the upgrade of bus stops and pedestrian and cycle infrastructure within the surrounding area. Further detail is required to assess Healthy Streets, Vision Zero and the impact on highways and public transport.

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for further information, contact the GLA Planning Team:

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