

# Committee: Borough Plan Advisory Committee

Date: 21 May 2012

Agenda item: 6

Wards: all

## Subject: Rainbow Park draft planning brief proposed for consultation June-July 2012

Lead officer: Cabinet Member for Environmental Sustainability and Regeneration, Councillor Andrew Judge

Lead member: Director of Environment and Regeneration, Chris Lee

Forward Plan reference number:

Contact officer: Strategic Policy Manager, Future Merton Tara Butler

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### Recommendations:

- A. That the Borough Plan Advisory Committee consider the report and recommend public consultation on the draft Rainbow Park planning brief
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## 1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1. Merton's Core Planning Strategy (July 2011) allows Rainbow Industrial Estate to include non-industrial uses to support regeneration of the estate. This should be guided by the adoption of a supplementary planning document (SPD) created in close consultation with the local community.
- 1.2. The appendices to this report and the presentation at the meeting set out options for the redevelopment of Rainbow Industrial Estate to be consulted on for at least six weeks during June and July 2012. This consultation is a statutory stage in the production of a supplementary planning document for the site.

## 2 DETAILS

- 2.1. Merton's Core Planning Strategy (July 2011) paragraph 20.16 states "*any proposals [on Rainbow Industrial Estate or Gap Road industrial estate] seeking to incorporate uses other than B1b [research and development], B1c [light industrial], B2 [general industrial] and B8 [warehousing] would be subject to the adoption of a planning brief (supplementary planning document) for the whole site setting out how any employment led redevelopment proposals would meet the terms of Policy CS12 [Economic Development] and the objectives of Merton's Economic Development Strategy.*"
- 2.2. This statement was not contained in Merton's Core Planning Strategy that was submitted to the Secretary of State in 2010. It followed nearly two days of discussion at the Core Planning Strategy Examination in Public which took place in February 2011. The Inspector's report to Merton's Core Planning Strategy (paragraphs 70-77) summarises these discussions.

- 2.3. Rainbow Industrial Estate has been owned and managed by Workspace Group for circa 20 years for a range of employment uses. Local residents had some concerns about the site, especially about the HGVs, coaches and other vehicles. In 2009 the site was proposed for redevelopment to waste management facilities via stage 2 (preferred options) of the South London Waste Plan and via initial public consultation on an anaerobic digestion scheme with local communities. The proposal did not proceed to a planning application and was removed from the South London Waste Plan.
- 2.4. Workspace plc specialise in owning and managing employment space for small and medium size enterprises (SMEs) and have more than 30 existing sites across London. Workspace now wants to develop the site at Rainbow for a mix of higher-quality employment and residential uses; they propose to own and manage the employment floorspace.
- 2.5. Following the Inspector's report (June 2011) and the subsequent adoption of Merton's Core Planning Strategy (July 2011), the owners of the Rainbow Industrial Estate, Workspace Group, have been developing initial options for a mixed-use scheme on the site in consultation with communities in Raynes Park. Workspace have met local residents and attended the Raynes Park Forum several times between October 2011 and March 2012.
- 2.6. Options for mixed use development on the Rainbow site are now proposed for statutory public consultation between June-July 2012 as a draft supplementary planning document.
- 2.7. All options are for a mix of employment and residential uses, retaining at least the same amount of employment floorspace as exists on the site for light industrial / research and development / flexible office space which would be owned and managed by Workspace plc and target SMEs as tenants. The layout of the site is different in each option and is based on some baseline assumptions including:
- Reduced traffic movements in and around the site and the provision of a Kiss & Ride dropoff at the entrance to the site for Raynes Park station and town centre users (as set out in the Raynes Park Enhancement Plan 2010).
  - Same amount of employment floorspace, supporting more jobs and a wider range and quality of jobs on the site as supported by Merton's Economic Development Strategy 2010.
  - A scheme that meets Safer by Design criteria to help reduce opportunities for crime, has Sustainable Urban Drainage systems, a combined heat and power network.
  - Homes meeting the new London Plan housing design standards.
- 2.8. It is proposed that people living and working in Raynes Park or who are interested in the site can comment on options for the redevelopment of Rainbow for six weeks during June and July 2012.
- 2.9. From the results of this consultation and any additional research or assessments, a final planning brief would be prepared for the site later in 2012. This brief would be considered by the Borough Plan Advisory Committee and Merton's Cabinet for its adoption as a supplementary

planning document to Merton's Core Planning Strategy 2011. Any planning application for the site would need to be consistent with Merton's planning policies and the details set out in the supplementary planning document.

### **3 ALTERNATIVE OPTIONS**

- 3.1. Other options considered for the site at Rainbow include:
- 3.2. Do nothing – the site could continue to support some industrial businesses. This approach would not make as effective use of the site, there would be less opportunity to address the traffic problems, support more businesses and jobs, provide much-needed homes and provide the station drop-off facilities as set out in the Raynes Park Enhancement Plan.
- 3.3. Provide a school on the site. The council considers that additional primary school places in the area can currently be met by the expansion of existing schools. The site is considered unsuitable for a school due to the single entrance, railway line boundaries, contamination issues and the traffic generated by a school. The council does not own the site.
- 3.4. Provide a car park on the site. The site is considered unsuitable for a car park as this would not make effective use of land, would not support more businesses and jobs on the site and would add to the traffic congestion and pollution for the surrounding streets. It is contrary to the council's sustainable transport and regeneration objectives.

### **4 CONSULTATION UNDERTAKEN OR PROPOSED**

- 4.1. During the past six months, Workspace plc have met local residents, business representatives and councillors in Raynes Park, most recently at the Raynes Park community forum in March 2012.
- 4.2. **Consultation proposed:**
  - Weds 13 June 2012 – proposed consultation start date. Publish documents on website, in local library. Notify local residents and other groups
  - 13-20 June (exact dates to be confirmed) – meet ward councillors
  - Weds 20 June – Raynes Park business breakfast (Merton Chamber of Commerce)
  - Thurs 21 June – Raynes Park Community Forum
  - Friday 29 and Saturday 30 June – all day public drop in session
  - July 2012 – additional community meetings and reminders
  - Weds 25 July – consultation closes

### **5 TIMETABLE**

- 5.1. The proposed timetable for producing the planning brief is as follows:

- October 2011 – March 2012: Workspace holds informal consultation and dialogue with local residents, councillors and businesses
- May 2012 – report draft SPD to the Borough Plan Advisory Committee for their consideration and recommendations
- June 2012 – decision to consult on draft Rainbow SPD
- 13 June – 25 July 2012 – potential consultation on Rainbow SPD
- August-September 2012 – consultation feedback, any additional research
- September-November 2012 – produce final brief recommending adoption to Cabinet

## **6 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

- 6.1. Workspace plc are funding the production and consultation of the Rainbow planning brief (supplementary planning document) to guide development on the site. The council has agreed to undertake the statutory duties associated with production, including giving advice on Merton's planning policies, placing the document on the council website and supporting councillor advice and decision-making through the democratic processes. The council is not committing any other resources to this project beyond the time taken to carry out the above duties.

## **7 LEGAL AND STATUTORY IMPLICATIONS**

- 7.1. The Planning and Compulsory Purchase Act 2004, amended by the Planning Act 2008, sets the statutory framework for the production of supplementary planning documents. The statutory process for SPD preparation is described in part 5 of the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended).
- 7.2. The National Planning Policy Framework 2012, page 56 defines supplementary planning documents as *“documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan”*
- 7.3. Merton's Core Planning Strategy 2011 is part of the statutory development plan for the borough. In accordance with paragraph 20.16, the redevelopment of Rainbow Industrial Estate to include non-industrial uses is subject to the adoption of a supplementary planning document for the whole site, setting out how any employment led redevelopment proposals would meet the terms of policy CS12 and the objectives of Merton's Economic Development Strategy.

**8 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

8.1. An equalities impact assessment is being carried out as part of the production of the supplementary planning document.

**9 CRIME AND DISORDER IMPLICATIONS**

9.1. Options for the site's redevelopment will meet Merton Council's development plan policies including Safer by Design standards to help reduce the risk of crime.

**10 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

10.1. None for the purposes of this report.

**11 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

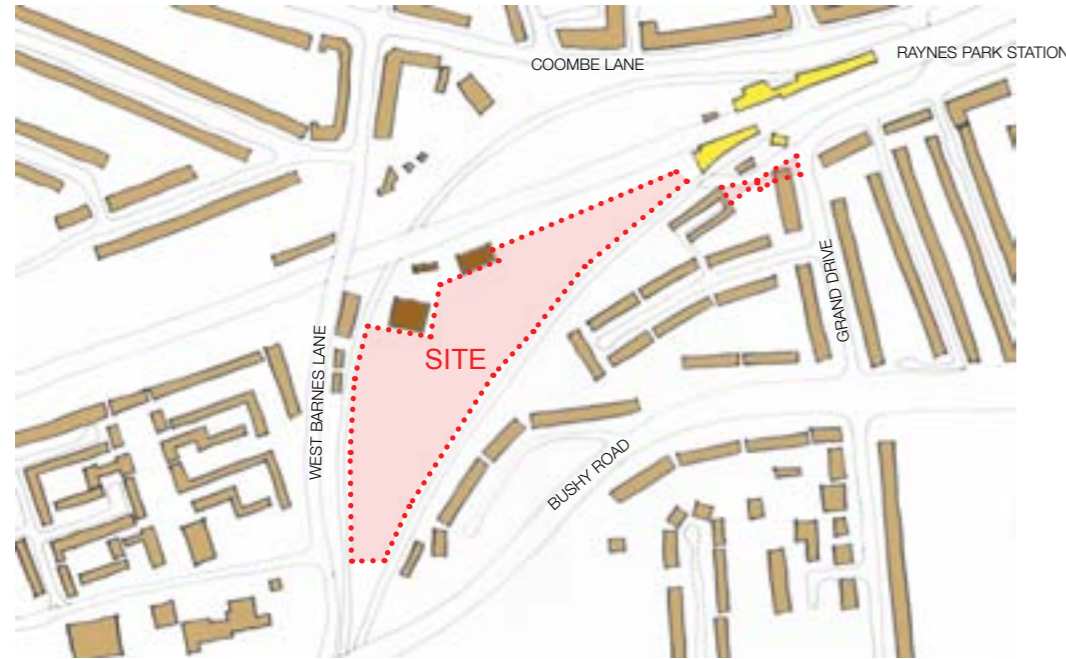
- Draft site development options for Rainbow Industrial Estate

**12 BACKGROUND PAPERS**

- Raynes Park Enhancement Plan 2010
- Merton's Economic Development Strategy 2010
- Mertons Insp report
- Merton's Core Planning Strategy
- Merton's Regeneration Delivery Plan (December 2011)

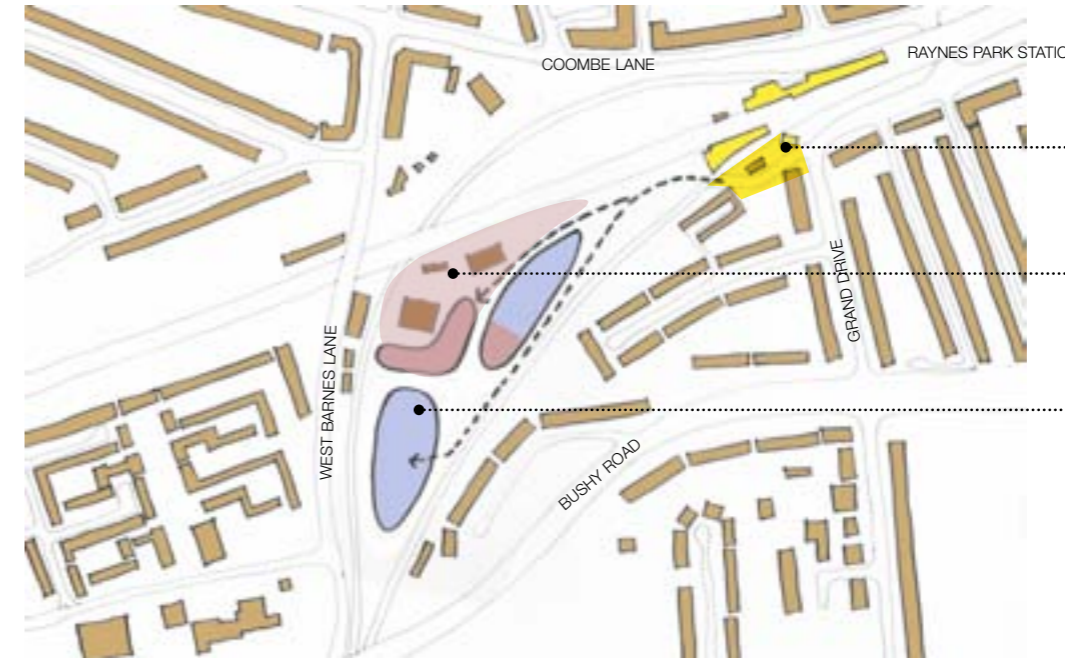
# RAINBOW INDUSTRIAL ESTATE

## EXISTING SITE + BRIEF



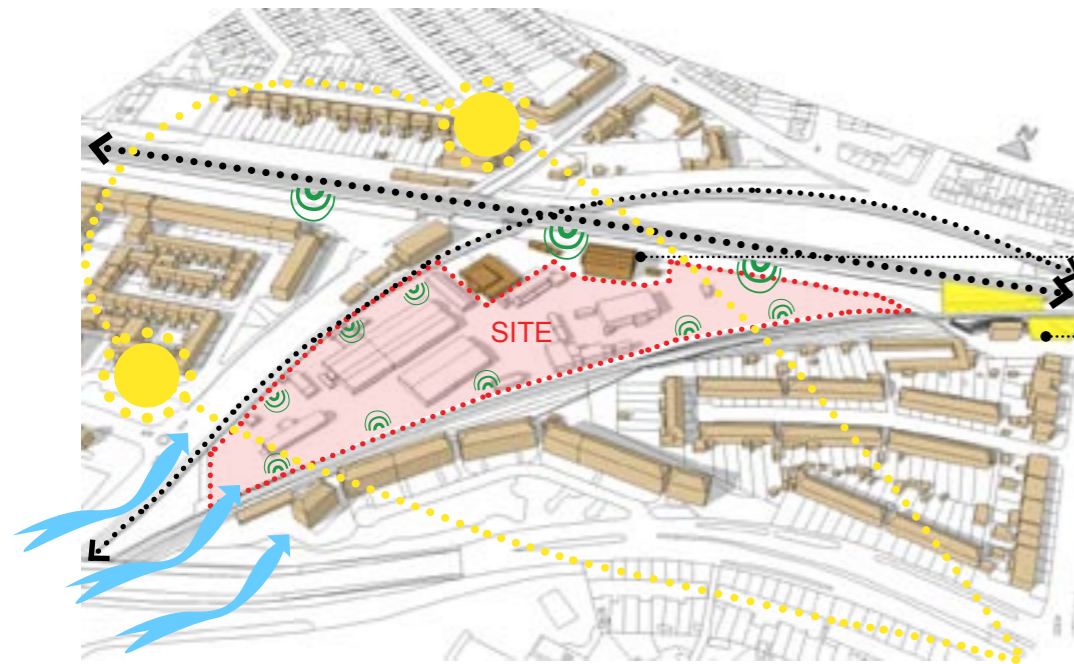
Plan view of site extent

## MASTERPLAN CONCEPT



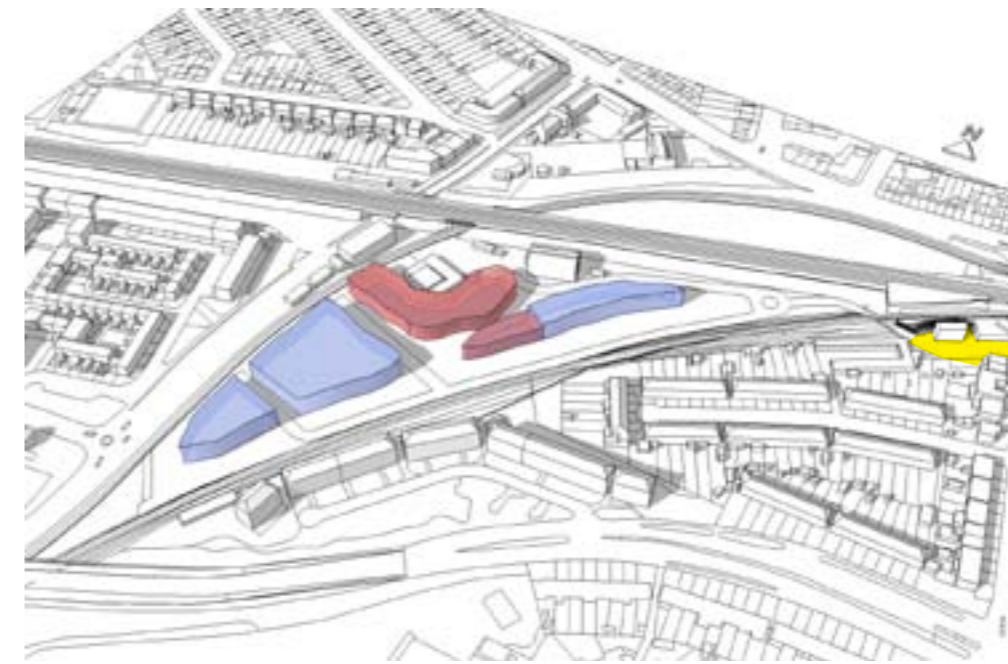
Plan view of masterplan concept

- Improved 'kiss-n-ride' to Raynes Park Station forecourt.
- B1 light industrial units located adjacent to retained Network Rail buildings.
- Proposed residential buildings kept to the southern end of site to maximise aspect, daylight and orientation.



Aerial view of site extent

- B1 light industrial
- C3 residential
- Site boundary
- Noise impact
- Prevailing wind
- Network Rail buildings to be retained.
- Raynes Park station opportunity for formalised 'kiss-n-ride'.



Aerial view of masterplan concept

- B1 light industrial
- C3 residential

### EMPLOYMENT-LED MIXED USE PROPOSALS

Light industrial (B1) use  
 circa 36,500sqft gross external area  
 Comprise ground floor transit serviced units with office space above.  
 15m vehicle service zone in front of B1c accommodation.

Residential (C3) use  
 circa 250 apartments  
 20/40/40 split 3-bed/2-bed/1-bed apartments (LB Merton Housing Policy)

Enhance use of Raynes Park Railway Station forecourt  
 Landscaped buffer to edge of railway tracks

### MASTERPLAN CONCEPT

Keeping the B1 light industrial use adjacent the existing Network Rail properties to the north of the site limits the impact (noise, traffic, etc.) on the proposed residential uses.

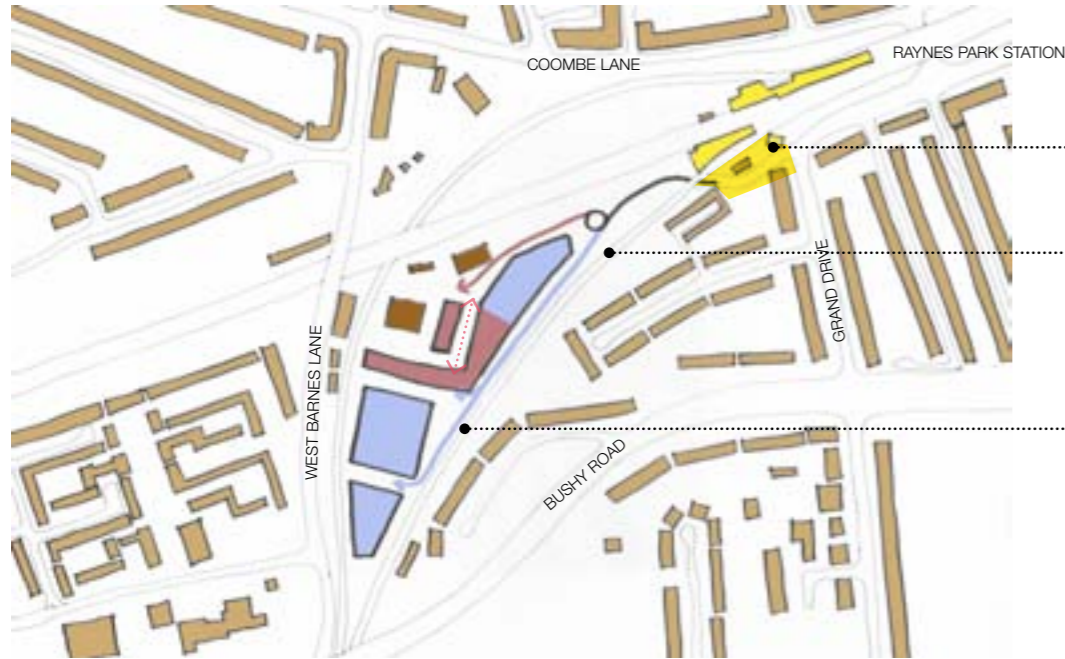
Access to the B1 units can be controlled and separated from the residential buildings.

The south-west to north-east orientation of the site leads to a logical siting of the residential buildings along the axis that best maximises the aspect, daylight and orientation.



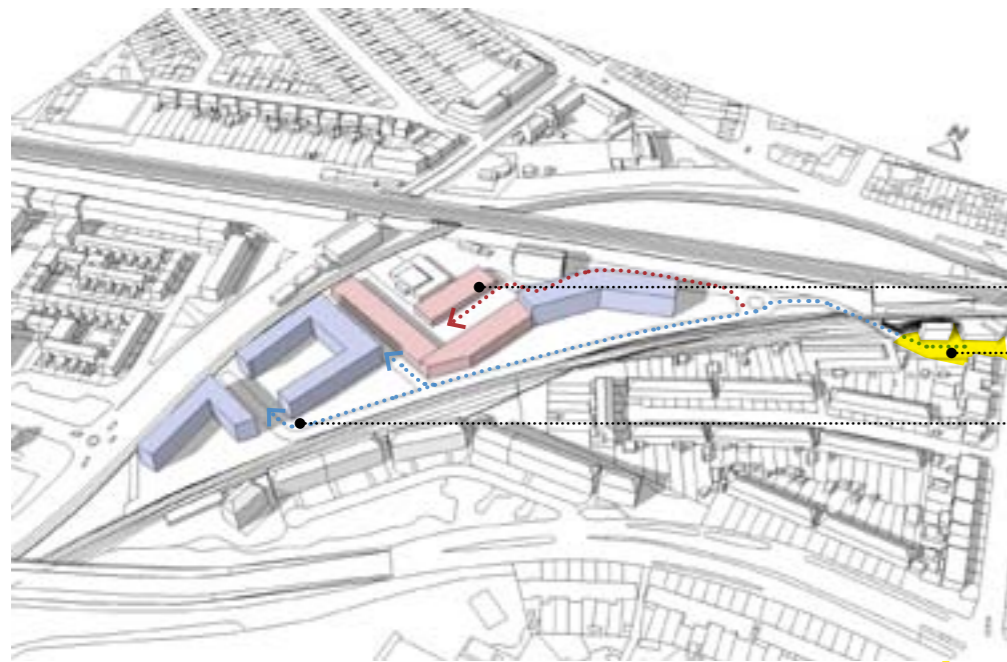
# RAINBOW INDUSTRIAL ESTATE

## FORMING & ACCESSING THE BLOCKS



- Improved 'kiss-n-ride' to Raynes Park Station forecourt.
- Access to the B1 light industrial units is split early to limit impact on residential access and amenity.
- Access to residential buildings is free from light industrial uses and allows for on street car parking and landscaped streets.

Plan view of block form and access



- B1 light industrial
- C3 residential
- B1 light industrial access road separate from residential road.
- Improved 'kiss-n-ride' to Raynes Park Station forecourt.
- Residential access along landscaped streets. Car parking (circa 125 spaces) to be along streets and within dedicated parking areas between buildings. Buildings to be no less than 21m apart to ensure adequate parking and landscape design.

Aerial view of block form and access

### FORM & ACCESS

Each residential block is limited by practical dimensions to ensure London Housing space standards are achieved (refer LHDG). Blocks are kept further apart (no less than 21m) to incorporate adequate car parking and landscaping to be carefully integrated.

Access for all vehicles (B1 and C3) users is from the main road adjacent Raynes Park Railway Station. Under and existing bridge vehicles are split (via roundabout) off in two separate directions - B1 Light Industrial users off to the north to access the proposed (and existing) units and to the south for C3 residential units.

## MASSING & LANDSCAPING



- Improved 'kiss-n-ride' to Raynes Park Station forecourt.
- Well landscaped streets and integrated car parking will be critical to the success of the masterplan. External amenity should be maximised.
- Illustrative layout for proposed residential buildings with simple courtyard arrangement.

Plan view of masterplan concept



- B1 light industrial
- C3 residential
- B1 accommodation ground plus first floor level only.
- Improved 'kiss-n-ride' to Raynes Park Station forecourt.
- C3 accommodation ground plus four storeys to satisfy the brief. At the southern most edge, a taller building could be considered (say 6 storeys).

Aerial view of masterplan concept



# RAINBOW INDUSTRIAL ESTATE

## STATION APPROACH



Entrance Zone - Plan view of proposed modifications to the entrance zone

 Entrance Zone

Workspace propose to substantially improve the public realm immediately outside the Raynes Park Station.

The proposals will improve movements into and out of Station Approach. A mini round-about is proposed to allow a simple 180 degree turn to be made after entering Station Approach from Grand Drive. Cars can then pause at the formalised 'kiss-and-ride' drop-off area, allowing passengers to exit neatly into the station entrance.

Pedestrian legibility is improved via the inclusion of a pedestrian priority crossing, linking the west side of Grand Drive with Raynes Park Station.

- 1 - New resurfaced pedestrian footway
- 2 - Resurfaced and raised traffic calming table
- 3 - Railway bridge as existing (3.9m maximum height)
- 4 - New timber screens to existing electrical sub station
- 5 - New timber feature wall / signage
- 6 - New mini-roundabout
- 7 - Formalised 'kiss-and-ride' drop-off area for local commuters
- 8 - Existing house (9 Grand Drive) retained
- 9 - Widened entrance zone
- 10 - Pedestrian priority crossing

Key Plan - Raynes Park Station





# RAINBOW INDUSTRIAL ESTATE

## DEVELOPMENT SUMMARY

	NOW	PROPOSED
<b>EMPLOYMENT</b>	<ul style="list-style-type: none"><li>• Circa 40-45 jobs</li></ul>	<ul style="list-style-type: none"><li>• Circa 100 jobs</li></ul>
<b>LAND USE</b>	<ul style="list-style-type: none"><li>• Storage / Employment / Yard</li></ul>	<ul style="list-style-type: none"><li>• Employment / Mix of Housing / Public Amenity</li></ul>
<b>TRANSPORT</b>	<ul style="list-style-type: none"><li>• Large traffic movements</li><li>• Large number of HGV's</li><li>• Congested site entrance / Station Forecourt / Grand Drive / local road network</li><li>• Unregulated vehicle movements</li></ul>	<ul style="list-style-type: none"><li>• Reduced traffic movements</li><li>• Greatly reduced HGV's to / from site</li><li>• Sustainable modes of transport promoted (PTAL 4)</li><li>• Regulated traffic movements</li><li>• Safer Pedestrian access</li><li>• Safe Cycle Store</li></ul>
<b>SUSTAINABILITY</b>	<ul style="list-style-type: none"><li>• None</li></ul>	<ul style="list-style-type: none"><li>• Combined Heat and Power</li><li>• Photovoltaics</li><li>• Vastly improved bio-diversity</li><li>• Sustainable Urban Drainage</li><li>• CFSH Level 4</li><li>• BREEAM Very Good</li></ul>
<b>HOUSING</b>	<ul style="list-style-type: none"><li>• None</li></ul>	<ul style="list-style-type: none"><li>• 200-250 units</li><li>• Family and Affordable Housing</li></ul>
<b>PUBLIC REALM</b>	<ul style="list-style-type: none"><li>• None</li></ul>	<ul style="list-style-type: none"><li>• Safe by Design</li><li>• New public forecourt at Raynes Park Station</li><li>• Improved architectural amenity</li></ul>

