

Savoy Shell Filling Station, 262 York Road, SW18

in the London Borough of Wandsworth

planning application no. 2015/6087

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

Demolition of the existing buildings and erection of an 8 storey building plus mezzanine level and basement to provide 80 private rented residential units, replacement filling station with shop along with related access, servicing, car and cycle parking and associated works.

The applicant

The applicant is **Angle Property**, the agent is **Montagu Evans** and the architect is **tp bennett**.

Strategic issues

The principle of **mixed use redevelopment** is acceptable in land use terms, and the **scale, and appearance** is in accordance with London Plan policy.

Private rented sector units are proposed on site however a viability appraisal is required to confirm whether any of these units can be affordable housing. The Council should also confirm the proposed PRS scheme is appropriate for the local needs of the Borough and seek to secure the PRS units for a minimum of 15 years through a Section 106 agreement. The scheme proposes very few family sized units and it still needs to be demonstrated that the Council's local housing needs are met. The overall **residential quality** and access requires redesigning before being in accordance with the Mayor's standards and considered acceptable particularly given the proposed **high density** nature of the scheme.

Further discussion regarding **design, energy, parking and transport** impact, is also required to ensure that the scheme fully accords with London Plan policy.

Recommendation

That Wandsworth Council be advised that while the application is generally acceptable in strategic planning terms, on balance, the application does not comply with the London Plan, with the reasons and remedies set out in paragraph 98 of this report.

Context

1 On 13 November 2015 the Mayor of London received documents from Wandsworth 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 has until 24 December 2015 to 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 1C of the Schedule to the Order 2008:

"1.(a). Development which comprises or includes the erection of a building ... more than 25 metres high and is adjacent to the River Thames".

3 Once Wandsworth 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.

Site description

5 The site has an area of 0.885 ha and is used as a filling station and a 135 sq.m. convenience shop, along with access, parking and servicing. It is noted that in comparison to the context of the surrounding area, the site is underutilised. Shell has a lease on the property until 2028 and without proactive action to make better use of the site; it is likely to continue to be underutilised for another 13 years. It is therefore proposed to re-accommodate Shell within the scheme on a new lease.

6 The site is situated on, and accessed from, the northern side of the A3205 York Road. Access Self-Storage is to the east and the St George's Battersea Reach development bounds the site to the west and north. The Battersea Reach development is a major residential led mixed use scheme expected to extend 26,222 sq.m. and provide 1,350 homes. The buildings are mixed use in character with residential above ground floor commercial uses. The scheme comprises 14 buildings with large footprints, of between 5 to 15 storeys.

7 The existing single storey structures on the subject site are of no architectural merit.

8 In terms of transport, York Road A3200 forms part of the Transport for London Road Network (TLRN).

9 The site is served by the 170,295, C3, and 44 bus services within walking distance. Wandsworth Town National Rail station approximately 600 metres away provides access to services to Staines, Twickenham and Hounslow amongst other destinations. This generates a Public Transport Accessibility Level (PTAL) of 4 (on a scale of 1 to 6b, where 6b is the most accessible).

10 A new passenger pier, Plantation Wharf is located approximately 450 metres north east of the site. It is be a stop on the Putney to Blackfriars RB6 river bus route. RB6 is be operated by Thames Clippers under contract to TfL. The RB6 service operates during peak commuting hours on weekdays. River bus services do not contribute to PTAL scoring.

Details of the proposal

11 Full planning permission is being sought for the redevelopment of the subject site to provide a petrol filling station and convenience store to be operated by Shell, with private residential flats above.

12 The proposed petrol filling station and convenience store effectively replaces, like-for-like, the existing petrol filling station and would comprise:

- A 4 island filling station (8 refuelling positions) with a 5 metre headroom and access/egress to/from York Road. Tanker re-fuelling is off-road between pump islands and York Road.
- A 261 sq.m. replacement convenience shop overlooking the forecourt, with pedestrian access from York Road and 3 car parking spaces. As with the existing petrol filling station/shop (and most filling station shops) no dedicated service yard is proposed for the shop.

13 The residential units above the filling station would comprise the following:

- A ground floor entrance from York Road with stairs/lifts providing access to upper floors, refuse and recycling facilities.
- 130 cycle racks are provided at mezzanine level, with seven floors of residential accommodation above the filling station comprising 4 full floors and 3 partial floors.
- A total of 80 apartments; 32 (40%) 1 bed, 44 (55%) 2 bed and 4 (5%) 3 bed.
- An entrance to the residential units, from York Road to the south, where the main core area provides access to all residential units on upper levels.
- A servicing area provided at ground level accessed from the filling station forecourt, for use by delivery and refuse vehicles.

Case history

14 There has been no GLA pre-planning application meeting held for this particular scheme. However, the planning history background for Battersea Reach includes the subject site as Block R in planning permission 2006/4533. The planning permission 2006/4533 approved a building of seven commercial floors (31.2m AOD) on the site. The approved use was originally for 8,471 sq.m. commercial (business/office) use.

Strategic planning issues and relevant policies and guidance

15 The relevant issues and corresponding policies are as follows:

- | | |
|-----------------------|--|
| • Land use principles | <i>London Plan</i> |
| • Housing | <i>London Plan; Draft Interim Housing Supplementary Planning Guidance (SPG); Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG</i> |
| • Affordable housing | <i>London Plan; Housing SPG; Housing Strategy</i> |
| • Density | <i>London Plan; Housing SPG</i> |
| • Urban design | <i>London Plan; Shaping Neighbourhoods: Character and Context SPG; Draft Interim Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG</i> |

- Mix of uses *London Plan*
- Transport *London Plan; the Mayor's Transport Strategy*
- Parking *London Plan; the Mayor's Transport Strategy*
- Employment *London Plan*
- Access *London Plan; Accessible London: achieving an inclusive environment SPG*
- Air quality *London Plan; the Mayor's Air Quality Strategy; Control of dust and emissions during construction and demolition SPG*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy*
- Hazardous substances *London Plan*

16 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 2010 Wandsworth Core Strategy, Development Management Policies Document (2012) and the 2015 London Plan (Consolidated with Alterations since 2011). The National Planning Policy Framework (NPPF), Technical Guide to the NPPF, and the 2nd Proposed Submission Version of the Wandsworth Local Plan (2014/2015) are also relevant material considerations.

Principle of development

Employment

17 The site is currently used as a filling station/shop which is a commercial employment generating use albeit a sui generis activity. There will be no loss of the existing petrol filling station/shop or associated jobs as these uses will be retained within the scheme. The proposal is therefore supportive of London Plan Policy 4.1 'Developing London's Economy' promoting and enabling a sustainable economy.

18 The site falls within the Wandsworth Thames Policy Area. Providing employment floorspace as part of mixed use development on sites in the Wandsworth Thames Policy Area, as this scheme does, is encouraged under the paragraph 4.51 and Policy PL 6 of the Council's Core Strategy.

Residential use

19 London Plan Policy 3.3 'Increasing Housing Supply' recognises the pressing need for new homes in London and Table 3.1 gives an annual monitoring target of 1,812 new homes per year in Wandsworth between 2015 and 2025. The provision of residential use on the site is therefore supported in principle.

20 Whilst a mixed use development with residential units is supported in principle, the applicant should provide confirmation that the petrol filling station will not have noise and air quality impacts on residential units on the site and in the surrounding area.

Housing

21 This scheme is proposing the following housing mix:

| | |
|-------|----------|
| 1 bed | 32 (40%) |
| 2 bed | 44 (55%) |

| | |
|--------------|-----------|
| 3 bed | 4 (5%) |
| Total | 80 |

22 The provision of 80 units would make a contribution towards Wandsworth Council's housing targets as set out in the London Plan, and is welcomed in principle.

Affordable housing

23 London Plan Policy 3.9 seeks to promote mixed and balanced communities by tenure and household income and Policy 3.12 seeks the maximum reasonable amount of affordable housing. London Plan Policy 3.11 'Affordable Housing Targets' requires that 60% of the affordable housing provision should be for social and affordable rent and 40% for intermediate rent or sale, with priority given to affordable family housing. However for this scheme the applicant describes all units as private rented sector (PRS) accommodation. The applicant justifies the proposed PRS scheme highlighting that the nature of the proposed development, with residential units above a filling station, may make it difficult for purchasers to obtain mortgages and insurance on apartments. The applicant further states that the redevelopment of the site is relatively expensive given Shell's long term lease and that Council acknowledges that the value generated by PRS housing is less than for owner occupation. Accordingly the applicant considers that is not viable to provide any affordable housing associated with the proposed development. Evidence of this and the Council's position on this should be provided prior to Stage II.

24 The inclusion of PRS tenure units in the development is supported by London Plan Policy 3.8 'Housing Choice'. Paragraph 3.1.24 of the Draft Interim Housing SPG states that PRS should be subject to "a covenant of, for example 15 years, which ensures the units will stay as private rent for at least this period (overall ownership may change over this period but the units must be retained by a single owner)". Other guidance on PRS is contained in paragraphs 3.1.22-3.1.31 of the Draft Interim Housing SPG. The applicant should provide further details on the proposed tenure, including the affordable tenure. The Draft Interim Housing SPG recognises that discounted market rent (DMR) could be used as the affordable housing offer, for example where viability appraisals show that covenanted PRS cannot support affordable or social rented units. However, to be considered as intermediate affordable housing, DMR would need to meet the definition set out in the London Plan, for example to be affordable to, and allocated to, those eligible for intermediate housing through the London Plan income thresholds. It should also comply with the definition set out in the glossary of the NPPF.

25 The applicant should provide a commentary on these points in order to establish if affordable housing units can be provided, and a viability assessment to the GLA together with a copy of the Council's independent report to demonstrate that the maximum amount of affordable housing has been achieved, in line with London Plan Policy 3.12. The results of the viability review should be made available to the GLA prior to Stage II. The Council should also confirm that the proposed PRS scheme is appropriate for the local needs of the Borough, and seek to secure the PRS units for a minimum of 15 years through a Section 106 (s106) agreement, the draft of which is to be supplied to the GLA at Stage II. This will ensure the units will stay as private rent for at least this period (overall ownership may change over this period but the units must be retained by a single owner).

Housing choice

26 London Plan Policy 3.8 requires different sizes and types of dwellings to meet different needs. London Plan Policy 3.11 sets out that priority should be given to family affordable accommodation. The scheme is made of a range of unit sizes, from 1 bed through to 3 bed flats. At 5%, the overall provision of family units (of 3 or more bedrooms, as defined in the London Plan), is low. More varied unit typologies should be introduced into the scheme to address this concern or alternatively the Council should confirm that the proposed mix reflects its own housing requirements and its understanding of local demand.

Density

27 The site has a PTAL of 4 and is in a central location. In accordance with Table 3.2 'Sustainable residential quality (SRQ) density matrix in the London Plan', a density of 650-1,150 habitable rooms per hectare (hr/ha) is recommended for sites with a PTAL of 4 within a central area. Based on an approximate site area of 0.106ha, pro-rata for the residential floorspace, and excluding commercial floorspace, the density of the development would be very high at approximately 498 units per hectare and 1321 hr/ha.

28 For sites with a PTAL of 4 in a central location a high density scheme may be acceptable in principle, subject to satisfying other policy requirements such as residential quality, amenity, and place making, for instance. The residential quality of the proposal would need to be exemplary in all regards to justify the higher density of the proposal. However, as set out below, GLA officers have concerns over the residential quality, as well as public realm and play space provision within this scheme. These concerns must be addressed in order to justify the density of the proposal.

Children's play space

29 The planning statement sets out an anticipated child yield of 6 to 8 children based upon the Wandsworth Population Yield Calculator. Based on the Mayor's play space SPG, 6 children are predicted to live in the development, of which 4 would be under the age of 5. This gives rise to a total child play space requirement of 61.7 sq.m.

30 According to the Open Space Assessment submitted as part of this planning application, there is no children's play space proposed for this scheme. The Shaping Neighbourhoods: Play and Informal Recreation SPG sets out in paragraph 4.26, and similarly 5.10 and 5.22 "An appropriate financial contribution to play provision within the vicinity of the development, should be made for developments with an estimated child occupancy of fewer than 10 children. If the contribution cannot be made towards an on-site provision in a small development, an equivalent contribution will be required to be made to an existing or new off-site provision".

31 The applicant states that it has been acknowledged by the Council that the Battersea Reach development has public open space and amenity area that could benefit the residents of this development. The applicant should provide evidence of how the public open space at Battersea Reach will benefit the proposed scheme in line with the play space SPG and Council recommendations regarding this point, to the GLA prior to Stage II.

32 Battersea Reach is within the 100 maximum walking distance from residential units for children under 5 outlined in the play space SPG. However, this does not appear to incorporate any small age appropriate equipped play area or public open space, with potential for informal play, as required for the under 5s in the play space SPG. Rather, much of the open space at this site is formal lawns, garden beds and planter boxes.

33 The applicant refers to a number of other open spaces in the vicinity of the proposal too, such as Bramford Gardens and York Gardens, both within 400 metres of the subject site, the walking threshold for children above 5. Little information has been provided by the applicant on York Gardens, however there appears to be play equipment and public open with potential for informal play kickabout areas within Bamford Gardens which could be appropriate for children between 5 and 11 years old, in accordance with the play space SPG.

34 It is unknown from the information provided by the applicant whether either of these parks, or others, within the 800 metre maximum walking distance from the residential units for young people aged 12 and above as required in the play space SPG, have existing play space suitable for this age group. Such play space includes adventure playgrounds, sports or recreation spaces that are open (e.g. ball courts, basketball courts and multi-use games areas), skate parks, bike parks and/or other wheeled facilities, fitness trails and/or other age-appropriate equipped areas, outdoor stages and/or youth shelters.

35 The applicant should confirm whether any play space can be provided on-site and whether this or play space in the vicinity of the development meets the requirements of the play space SPG prior to Stage II. Furthermore, should play provision within the vicinity of the development, be necessary to mitigate the impact of the proposal development, the Council should seek contributions towards their maintenance and any required improvements through a s106 agreement.

Design

36 Good design is central to all objectives of the London Plan and is specifically promoted by the policies contained within chapter 7, which address both general design principles and specific design issues. London Plan Policy 7.1 'Lifetime Neighbourhoods' sets out a series of overarching design principles for development in London. Other design policies in this chapter and elsewhere in the London Plan include specific design requirements relating to maximising the potential of sites, the quality of new housing provision, tall and large-scale buildings and the public realm. New development is also required to have regard to its context, and make a positive contribution to local character within its neighbourhood (Policy 7.4).

Residential Quality

37 London Plan Policy 3.5 'Quality and Design of Housing Developments' promotes quality in new housing provision, with further guidance provided by the Mayor's Draft Interim Housing SPG. Any planning submission for schemes should demonstrate they have been designed to positively respond to the requirements within the Mayor's Draft Interim Housing SPG, with particular reference to the 'baseline' and 'good practice' standards contained there-in. High density schemes, such as this, should target the good practice standards. However, there are a number of significant residential quality shortfalls as part of the development, measured against the Mayor's housing standards as set out in the London Plan and Draft Interim Housing SPG, which will need to be addressed and redesigned prior to Stage II.

38 There is only one residential lift core and additional stairwell proposed as part of the building, resulting in up to 28 units sharing the same core on many of the floors. 'Shared Circulation' Standard 3.2.1 Draft Interim Housing SPG suggests that each core should be accessible to generally no more than 8 units on each floor. A higher number of cores results in less apartments sharing the same landing on each floor, an increased sense of ownership as well as an improved distribution of pedestrian activity in public spaces.

39 Standard 3.2.2 of the Draft Interim Housing SPG also notes that if access cores are to service 4 or more dwellings an access control system with entry phones linked to a main front door with electronic lock release should be provided in all dwellings. Furthermore, this standard requires that additional security measures including audio-visual verification to the access control system should be provided where there are more than 25 dwellings served by 1 core or more than 8 dwellings provided per floor .

40 Standard 3.2.3 states “where dwellings are accessed via an internal corridor, the corridor should receive natural light and adequate ventilation where possible”. The current proposal provides few windows at the core with long internal corridors which taper at the western end, receiving very little access to natural light, raising concerns too regarding ventilation and air quality.

41 Within the units access to daylight and sunlight is also a concern. Many of the units are narrow and long being approximately 3.2 metres wide and 18 metres in length. This raises concern as to whether the quality of daylight and sunlight will be sufficient, particularly in the middle of the units (e.g. in the kitchens located centrally between stairs and bathrooms away from windows). Whilst a daylight and sunlight report has been provided as part of the planning application for this scheme, a further detailed report outlining the average daylight factor for bedrooms, living rooms and kitchens for each unit should be provided prior to Stage II.

42 Dwellings should also meet the internal floor area standards outlined in part III of the Draft Interim Housing SPG. Whilst it appears from the figures provided in the design and assessment statement that the 2 and 3 bed units meet these requirements, many of the 1 bed units, split over 2 levels do not meet these standards, i.e. any 1 bed 2 storey dwelling with bed spaces for 2 people must have a minimum GIA of 58 sq.m.

43 Standard 5.4.1 of the Draft Interim Housing SPG states that “to address the unique heat island effect of London and the distinct density and flatted nature of most of London’s residential development, a minimum ceiling height for 2.5 metres for at least 75% of the dwelling area is strongly encouraged so that new housing is of adequate quality, especially in terms of light, ventilation and sense of space. The scheme meets this requirements, however ceiling heights of 2.6 metres are encouraged for units, particularly those which are north facing single aspect units to mitigate the effects of this, and given the dual aspect units are quite narrow and deep too.

44 Almost all of the balconies meet the private open space requirements outlined in Standard 4.10 of the Draft Interim Housing SPG. However, a minimum of 5 sq.m. of private outdoor space should be provided for 1-2 person dwellings and an extra 1 sq.m. should be provided for each additional occupant, in line with Standard 4.10.

45 GLA officers recommend the scheme be redesigned to address the residential quality issues raised above. Additional cores should be added to the building, with apartment entrances offset on differing levels to ensure each floor does not exceed the maximum dwellings per core, required under the Draft Interim Housing SPG. Corridor layouts which allow for adequate access to daylight and sunlight, and ventilation, should also be incorporated into the scheme. Furthermore, a detailed average daylight factor analysis should be undertaken and based on the outcome of this, the apartments may need to be reconfigured to improve access to daylight and sunlight. Balcony sizes and internal floor area should also be increased for apartments below the thresholds outlined in the Draft Interim Housing SPG, and ceiling heights raised too as outlined above. Plans showing these changes should be referred to the GLA prior to Stage II.

Public open space

46 The shared terrace proposed on 7th seventh floor is a welcomed addition to the scheme, however as addressed above under 'Child play space' further consideration of provision of child play space should be made as part of this scheme prior to Stage II.

47 Improvements can also be made to the public realm of this scheme. The applicant stated that the Council have suggested small parcels of land to the west of the entrance should be designed so that they can be combined with the existing public space to become a single open accessible area. This recommendation is supported by GLA officers, and should be addressed prior to Stage II.

48 The proposed building also has many inactive frontages, particularly along the northern boundary where the site adjoins Battersea Reach, and at the location of the refuse and recycling facility in the residential foyer along York Road. The applicant should ensure that these elements do not detract from the quality of the wider streetscape. The building could be redesigned, with service facilities away from York Road, and be opened up to the north creating a better connection to Battersea Reach along this frontage. Evidence of these changes should be provided to the GLA prior to Stage II.

Height and massing

49 The height and massing of the building is considered appropriate for the site, given the surrounding context, particularly at the adjoining Battersea Reach development. However, redesigning the building to include additional cores may improve the massing further.

Materials

50 The proposed use of mainly brickwork in the building, given it is the predominant material historically on site and in the surrounding area, is welcomed.

Inclusive design

51 London Plan Policy 3.8 'Housing Choice' currently requires all new housing to be built to 'Lifetime Homes' standards, and expects at least 10% of units to be wheelchair accessible or easily adaptable. However, in order to bring the London Plan into line with new national housing standards, the draft Minor Alterations to the London Plan propose to replace this with a requirement that 90% of units meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings' and the remaining 10% of units meet Building Regulation requirement M4(3) 'wheelchair user dwellings'. These requirements should be secured via condition or legal agreement and the Council and the applicant should be mindful of this when drafting any related planning conditions and/or obligations.

52 The applicant states that the residential units will meet the Lifetime Homes criteria. The applicant's design and access statement shows that 10% (8) of the homes will be wheelchair adaptable. These are distributed across the building and are units of different sizes. Detailed floor plans for the typical wheelchair flats have also been provided.

53 In terms of the external environment, London Plan Policy 7.5 'Public Realm' requires that public spaces should be secure, accessible, inclusive, connected, and easy to understand. The design of landscaping and the public realm is crucial to inclusive design. As presented, the layout of the buildings and the surrounding areas of public realm do not raise any inclusive design concerns. Entrances, circulation routes and other common areas are designed to be fully accessible and there appears to be step free access is afforded across the application site.

54 Points regarding wheelchair accessible parking bays are made in the transport section of the report below.

Sustainability

Energy efficiency

55 In relation to energy efficiency measures, a range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. The heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include low energy lighting and controls. Further information should be provided to demonstrate that the design complies with the cooling hierarchy given in London Plan Policy 5.9 'Overheating and cooling'. The applicant should also provide sufficient evidence to demonstrate that the buildings are not at risk of overheating. Dynamic thermal modelling in line with CIBSE guides TM52 and TM49 is recommended.

56 Based on the information provided, the proposed development does not appear to achieve any carbon savings from energy efficiency alone compared to a 2013 Building Regulations compliant development.

57 The applicant should model additional energy efficiency measures and commit to the development exceeding 2013 Building Regulations compliance through energy efficiency alone. Sample DER and TER sheets and BRUKL sheets including efficiency measures alone (i.e. excluding CHP and PV) should be provided to support any savings claimed from the first tier of the energy hierarchy.

58 In terms of district heating, the applicant has carried out an investigation and states that there is no existing or planned district heating networks within the vicinity of the proposed development. The applicant has, however, provided a commitment to ensuring that the development is designed to allow future connection to a district heating network should one become available.

59 The applicant should investigate whether the nearby Battersea Reach development has a site heat network and CHP. If so, the applicant should investigate opportunities to connect to this system. Evidence of correspondence with the Battersea Reach management company should be provided to demonstrate that this option has been thoroughly investigated.

60 The applicant is proposing to install a site heat network. However, the applicant should confirm that all apartments and non-domestic building uses will be connected to the site heat network.

61 The site heat network should be supplied from a single energy centre. Further information on the floor area and location of the energy centre should be provided.

62 The applicant is proposing to install gas fired CHP unit as the lead heat source for the site heat network.

63 The scheme is relatively small which suggests that it is unlikely to be best suited for CHP. Further information should be provided on the feasibility assessment carried out to determine the technical and financial viability of CHP. The information should include: monthly load profiles, proportion of heat and hot water to be met by the CHP, estimated running hours and proposed management arrangements. See the GLA Guidance on Preparing Energy Assessments for further guidance on the information required. <https://www.london.gov.uk/what-we-do/planning/planning-applications-and-decisions/pre-planning-application-meeting-service-0>.

64 A reduction in regulated CO2 emissions of 25.6 tonnes per annum (21.3%) is claimed through this second part of the energy hierarchy, however this needs to be demonstrated by providing additional feasibility information.

65 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 276 sq.m. of solar PV. Further information (including a roof plan) needs to be provided on the proposed location of the installation.

66 A reduction in regulated CO2 emissions of 18 tonnes per annum (19.09%) is claimed through this third element of the energy hierarchy.

67 Based on the energy assessment submitted at planning application stage, a reduction of 42 tonnes of CO2 per year in regulated emissions compared to a 2013 Building Regulations compliant development is claimed, equivalent to an overall saving of 35%.

68 The comments above should be addressed before the carbon savings and compliance with London Plan energy policy can be verified.

Flood Risk

69 The site is within Flood Zone 3a and a Flood Risk Assessment has been undertaken and proposes several mitigation strategies:

- The ground floor will be used for commercial purposes, with residential units above this level;
- The rear exit of the building (leading to a raised walkway) has been located above the reach floodwaters in the event of a breach of tidal flood defences;
- The building has been designed so that plant areas remain functional during a flood event, through the use of flood barriers;
- The building management team shall be registered with the Environment Agency flood warning services; and
- An emergency evacuation plan has been provided.

Therefore the proposal is acceptable in principle in terms of London Plan Policy 5.12 'Flood Risk Management', and these measures should be secured via an appropriate planning condition.

Surface Water Run-off

70 Environment Agency mapping reveals that there is a low risk of significant surface water flooding on the site. However, there is high risk of significant surface water flooding in the surrounding catchment (for example along York Road). As a result, London Plan Policy 5.13 'Sustainable drainage' will be important.

71 The flood risk assessment states that the proposed discharge rate will be limited to 5l/s, a 91% reduction in the surface water discharge rate for a 1 in 100 year storm + 20% climate change.

72 The drainage strategy states that a below ground storage tank (37m3 capacity) and a blue roof (26m3 capacity) will be used.

73 These aspects of the proposals should be confirmed and secured via an appropriate planning condition.

74 The design and access statement suggests that there will be a communal roof terrace available. There may therefore be potential for the water stored by the blue roof to be used to irrigate this terrace, in line with the hierarchy set out in London Plan Policy 5.13.

Transport for London's comments

Trip Generation / Modal Split

75 Trip generation analysis has been provided on request, which is satisfactory. TfL accepts that the local highway and public transport networks could accommodate the proposed development.

Highways / Site Access

76 The site is currently occupied by Savoy Filling Station (operated by Shell) and an ancillary convenience retail store. The development proposals will retain and rebuild the existing filling station with a slightly larger convenience store that can be accessed from both the filling station forecourt and the York Road frontage.

77 The filling station forecourt will provide 8 fuel pumps, 6 parking bays for use by staff and customers of the convenience store and 2 parking bays for disabled residents at the site.

78 The entrance for the residential component of the development will be located on the western side of the site off York Road, and will incorporate a refuse/recycling store and lifts and stairs providing access to the upper floors.

79 Alterations to York Road would be required, necessitating negotiation of a Section 278 (a278) agreement between TfL and the applicant. This should be dealt with by informative in the planning decision and TfL Planning requests to be consulted on the wording of the relevant informative.

Parking

80 Excluding disabled parking bays, no on-site parking is proposed and the transport assessment acknowledges residents should not be eligible to apply for local on-street parking permits. This should be secured in the s106 agreement. 2 car parking spaces for disabled residents would be provided within the petrol station.

81 A Car Parking Management Plan should also be secured by condition and discharged in consultation with TfL due to the close proximity of the TLRN.

82 A mezzanine level between the ground and first floors of the residential development would contain a secure cycle parking facility. The amount of cycle parking proposed is in accordance with minimum London Plan standards. The detailed design and exact quantum of cycle parking should be secured by condition and discharged in consultation with TfL.

Car Club

83 The applicant's transport assessment demonstrates a large number of car clubs are in operation in the vicinity of the site.

84 TfL Planning strongly supports the provision via s106 of Car Club memberships in line with London Plan Policies 6.11 'Smoothing Traffic Flow and Tackling Congestion' and 6.13 'Parking'. TfL Planning suggests provision by the applicant of 3 years of free car club membership for each household in the development should be secured by this means.

Cycle Hire

85 Existing nearby Cycle Hire docking stations at Hibbert Street and Usk Road would serve residents of the new development. TfL Planning seeks funding by the applicant of two years' free Cycle Hire membership per household at first occupation, secured via s106.

Travel Planning

86 A full Travel Plan should be secured by condition and produced prior to occupation. The travel plan should follow TfL best practice guidance (available from: <https://tfl.gov.uk/info-for/urban-planning-and-construction/travel-plans>).

87 As previously stated TfL Planning seeks funding by the applicant of 2 years' free Cycle Hire membership and 3 years' free Car Club membership per household at first occupation, which should form part of the s106 agreement.

88 The Travel Plan could also offer a £500 voucher for each household to purchase bicycles and accessories and £100 of Oyster credit per household, which would encourage sustainable travel by new residents and reduce pressure on the local public transport and highway networks.

Construction Logistics

89 A full Construction Logistics Plan should also be secured by pre-commencement condition in line with London Plan Policy 6.3 'Assessing Effects of Development on Transport Capacity'. This should follow TfL's best practice guidance (available from: <https://tfl.gov.uk/info-for/freight/planning/construction-logistics-plans>) and include measures to protect vulnerable road users including cyclists.

Deliveries and Servicing

90 Servicing and refuse collection is proposed to take place from an on-street loading bay located adjacent to the main service entrance of the residential development. The loading bay would be constructed to be 'shared-use' in character, flush with the level of the footway along York Road so as to not impede pedestrian movement when not in use.

91 Nonetheless, when in use, the proposed loading bay on York Road would significantly reduce the available footway space for pedestrians on York Road. TfL therefore requests for all loading and unloading including refuse collections to be conducted within the site. TfL would welcome further discussion between the applicant, the Council and TfL Planning to resolve this issue prior to determination.

92 Notwithstanding the above, a Delivery and Servicing Plan should also be submitted to and approved by the Council and TfL prior to occupation. This should be secured by condition and produced in accordance with TfL best practice guidance (available from: <https://tfl.gov.uk/info-for/freight/planning/delivery-and-servicing-plans>).

Mitigation

93 The Mayoral CIL rate for Wandsworth is £50 per square metre. The local CIL rate for the area of Wandsworth where the development is proposed is £250 per square metre for residential and £0 for all other uses.

94 In addition, the following specific mitigation measures should be secured through the s106 agreement or by appropriate condition:

- Revised servicing access arrangement internal to the site.
- A requirement to enter into a s278 agreement with TfL for highway and public realm works.
- Travel Plan with funded sustainable travel promotion measures including 3 years' free Car Club membership per household at first occupation and 2 years' free Cycle Hire membership.
- Construction Logistics Plan produced in accordance with TfL guidance.
- Deliveries and Servicing Plan produced in accordance with TfL guidance.

Local planning authority's position

95 Wandsworth Council's position regarding this scheme is unknown at this stage.

Legal considerations

96 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

97 There are no financial considerations at this stage.

Conclusion

98 London Plan policies on land uses, housing, design, access, climate change and transport are relevant to this application. Whilst the application is broadly acceptable in strategic planning terms, on balance, the application does not comply with the London Plan and changes and further information is required, as detailed below is required to comply fully:

- **Land use principles:** The principle of a mixed use development with existing sui generis uses (petrol filling station and associated convenience store) at ground floor and residential above is acceptable in strategic planning terms, subject to a noise and air quality assessment.
- **Housing:** The provision of PRS housing is acceptable in principle, subject to the applicant providing a commentary on whether affordable housing units can be incorporated into the scheme, and a viability assessment together with a copy of the Council's independent

report to demonstrate that the maximum amount of affordable housing has been achieved. The Council should also confirm that the proposed PRS scheme is appropriate for the local needs of the Borough, and seek to secure the PRS units for a minimum of 15 years through a s106 agreement. More varied unit typologies should be introduced into the scheme or alternatively the Council should confirm that the proposed mix reflects its own housing requirements and its understanding of local demand.

- **Design:** The design of the scheme has appropriate heights, massing and materials. The residential quality of the proposal would need to be exemplary in all regards to justify the higher density of the proposal and current shortfalls regarding access cores, internal floor area, balcony size, access to daylight and sunlight, and ventilation need to be addressed and redesigned prior to Stage II. In regard to the public realm further consideration should be given to creating active frontages along York Street and along the northern side of the building and creating better connectivity with existing public open space to the west and north of the site.
- **Inclusive design:** The inclusive design provisions are welcomed. 90% of units should meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings' and the remaining 10% of units meet Building Regulation requirement M4(3) 'wheelchair user dwellings'. These requirements should be secured via condition or legal agreement and the Council and the applicant should be mindful of this when drafting any related planning conditions and/or obligations.
- **Climate change:** Further information is required concerning the energy strategy for the site, and energy saving measures should be secured by way of condition. The carbon dioxide savings (35%) meet Policy 5.2 'Minimising carbon dioxide emissions' of the London Plan. The approach to surface water drainage is generally acceptable, and appropriate sustainability measures should be secured by way of condition.
- **Transport:** The application is generally acceptable in principle and in accordance with the transport policies of the London Plan subject to appropriate conditions and s106 obligations which should be secured in relation to cycle parking and facilities, parking permits, deliveries and servicing, car park management, construction logistics, public transport and a travel plan. Mayoral and local CIL payments will also need to be secured.

99 On balance, the application does not yet comply with the London Plan, for the reasons set out above; however the possible remedies set out above could address these deficiencies.

for further information, contact GLA Planning Unit (Development & Projects Team):

Colin Wilson, Senior Manager – Development & Projects

020 7983 4783 email colin.wilson@london.gov.uk

Justin Carr, Strategic Planning Manager (Development Decisions)

020 7983 4895 email justin.carr@london.gov.uk

Ann Maudsley, Case Officer

020 7983 5535 email ann.maudsley@london.gov.uk
