Appendices

Mitcham Town Centre
Development Brief
January 2006
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This document contains the four appendices to the main Development Brief for Mitcham Town Centre and both documents should be read in conjunction with each other.

Appendix A is the full analysis of relevant planning policies and how the Brief relates to and interprets them. A summary only is provided in the main Brief. Appendix B details the consultations undertaken as part of preparing the Brief, including how the Council has responded to people’s comments. Appendix C assesses how well the proposals in the Brief perform according to principles of sustainable development. Appendix D is the full text of the Property Market Review undertaken by CBRE as part of producing the Brief. A summary only is provided in the main Brief. This should also be read in the context of the more recent Employment Land Study by DTZ Pieda (April 2005) and Town Centre Study by Nathaniel Litchfield & Partners (September 2005). Appendices B and C are required to be produced for Supplementary Planning Documents by the Planning and Compulsory Purchase Act 2004.

It should be noted that some of these appendices are more technical in nature than the main Development Brief and this is reflected in some of the language and terminology used. A Glossary is included as part of the main Development Brief.
Government Planning Guidance

A.1 Planning Policy Guidance and Statements set out the Government’s national policies on different aspects of land use planning. The Guidance and Statements most relevant to the regeneration of Mitcham are referred to below. Only the most relevant aspects of these documents are referred to, though, in the main, no particular interpretation of them is made as with the relevant London Plan and UDP policies.

PPS 1: Delivering Sustainable Development (January 2005)

A.2 PPS 1 sets out the overarching planning policies on the delivery of sustainable development through the planning system. Sustainable development is the core principle underpinning planning (Para. 3). Thus planning has a key role to play in the creation of sustainable communities (Para. 6). Planning decisions should be taken in accordance with the development plan unless other material considerations indicate otherwise (Paras. 28 & 31) (see Policy MI.1 at Para. 55 below). Key Principle (ii) states that local planning authorities should promote the development of renewable energy resources. Key Principle (iv) states that design which fails to take the opportunities available for improving the character and quality of an area should not be accepted.

A.3 The conservation and improvement of the natural and built environment brings social and economic benefits for local communities and planning should seek to mitigate the effects of declining environmental quality (Para. 18). Local planning authorities should promote the more efficient use or re-use of existing resources by means of energy efficient buildings, community heating schemes, the use of combined heat and power, low carbon energy schemes, the sustainable use of water resources and the use of sustainable drainage systems.

A.4 Good design is indivisible from good planning. Planning authorities should plan positively for the achievement of high quality of design in buildings, spaces and wider development schemes. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions should not be accepted. Good design should be integrated into the existing urban form and the natural and built environments (Paras. 33-35). Developments should create and sustain an appropriate mix of uses and support local facilities and transport networks, respond to their local context and create or reinforce local distinctiveness and be visually attractive as a result of good architecture and appropriate landscaping (Para. 36). Local planning authorities should not attempt to impose architectural styles or tastes however, it is proper to seek to promote or reinforce local distinctiveness.

PPG 3: Housing (March 2000)

A.5 New housing and residential environments should be well designed and make a significant contribution to promoting urban renaissance and improving the quality of life (Para. 1). Local planning authorities should seek to create mixed communities and improve linkages between housing, jobs, local services and local amenities by planning for mixed use development (Para. 2). Local planning authorities should encourage the development of mixed and balanced communities, ensuring that new housing developments secure a better social mix by avoiding the creation of large areas of housing of similar characteristics.

A.6 Para. 42 states that, where land use designations for employment or other uses are no longer compatible with current government planning policy, these designations should be reviewed. An update to this PPG was issued in January 2005 on this matter and the relevant aspects of it are detailed in the section below.
A.7 In order to achieve efficient use of previously developed land local planning authorities will need to take a more proactive approach to facilitating site assembly, particularly in and around existing centres where there is vacant or underused land. Wherever possible acquisition of land should be done in conjunction with landowners by negotiated agreement, but may involve the use of compulsory purchase powers (Paras. 43 & 44).

A.8 To promote sustainable residential environments, local planning authorities should promote development linked to public transport, mixed use development, a greater emphasis on quality and designing places for people, and the most efficient use of land (Para. 46). Authorities should seek to exploit opportunities to locate larger housing developments around major nodes and good public transport and such proposals should be supported by a Transport Assessment. Just because a development is well served by public transport does not in itself mean that it is an appropriate location for development (Paras. 47 & 48).

A.9 Local planning authorities should promote developments which combine a mix of uses to accommodate new households and to bring new life into our towns, where appropriate specifying the proportion of floorspace which should be residential within such developments (Para. 49). Local planning authorities should facilitate mixed use developments by preparing development briefs for sites. They should promote additional housing in town centres taking into account the existing balance of uses in the centre. Authorities should allow housing developments with limited or no off-street car parking in areas with good public transport accessibility and where effective on-street parking control is present or can be secured (Paras. 50 & 51).

A.10 Good design and layout of new development can help in making best use of previously developed land and improve the quality and attractiveness of areas. Considerations of design and layout must be informed by the wider context, having regard not just to any immediate buildings but the townscape and landscape of the wider locality. The local pattern of streets and spaces, building traditions, materials and ecology should all help to determine the character and identity of a development (Paras. 54 & 56). Applicants for planning permission should be able to demonstrate how they have taken account of the need for good layout and design and how their proposals reflect the guidance in this PPG.

PPG 3: Housing Update – Supporting the Delivery of New Housing (January 2005)

A.11 This update states that local planning authorities should consider favourably planning applications for housing or mixed use developments on land allocated for industrial or commercial use. Three provisos accompany this statement, namely (i) that the application is otherwise in accordance with the remainder of PPG 3, (ii) it does not undermine housing strategy as set out in the London Plan, and (iii) that there is not a realistic prospect of the allocation being taken up within the plan period and development for housing would not undermine regional and local strategies for economic development and regeneration.

A.12 Due to the relatively deprived nature of the area, a key element of the local economic development and regeneration strategy is the provision of employment training. An aim of the regeneration of the town centre is to provide employment training either in a new community facilities building or at the current library site. The Council has recently produced an Employment Land Study to inform the production of the Local Development Framework, which includes supply and demand analysis. Analysis has shown that future demand could range considerably from the borough currently having adequate supply to meet demand, to it having a significant surplus of land such that a staged release of employment land for other uses could be considered. Therefore it is considered that a flexible approach be taken to
APPENDIX A

proposals for land that is either currently in, or is proposed for, employment use. This evidence also suggests proposals in this SPD for uses other than employment use on sites 9.MI and 10.MI are unlikely to compromise employment policies for the borough and conform with the provisos of the Housing Update. The Government is currently in the process of replacing PPG 3 with PPS 3 and when this is published it will have to be taken into account by any development proposals.

PPG 4: Industrial, Commercial Development and Small Firms (March 2001)

A.13 A key aim of the guidance is to encourage economic development that is compatible with the Government’s environmental objectives and follows environmental good sense. Planning decisions must reconcile necessary development with environmental protection and other development plan policies. As the characteristics of commerce and industry are evolving, many businesses can be carried out in close proximity to other uses without unacceptable environmental consequences, and thus promote environmental objectives through a finer mix of uses. The fact that an activity differs from the predominant land use in a locality is not sufficient reason for refusing planning permission. A flexible attitude with respect to use may be required to enable suitable reuse, or new uses to be instituted in under used space where this might contribute to the preservation of the building or enhancement of the townscape.

PPS 6: Planning for Town Centres (March 2005)

A.14 The planning system has a key role in facilitating and promoting sustainable and inclusive patterns of development, including the creation of vital and viable town centres. The Government’s key objective for town centres is to promote their vitality and viability through growth and development of existing centres, promoting and enhancing existing centres, focussing development in such centres and encouraging a wide range of services in a good environment. Housing will be an important element in most mixed use and multi-storey developments (Para. 1.9).

A.15 Other government objectives include enhancing consumer choice to meet the needs of the entire community, supporting efficient, competitive and innovative town centre uses and improving accessibility by ensuring new and existing development is accessible and well served by a choice of means of transport. Relevant wider Government objectives include promoting social inclusion and remedying deficiencies in provision; encouraging investment to regenerated deprived areas, creating additional employment opportunities and an improved physical environment; delivering more sustainable patterns of development through high density mixed use development, improved transport choice and reducing the need to travel; and promoting high quality inclusive design, improved quality of the public realm, protecting and enhancing architectural and historic heritage, provide a sense of place, provide a focus for community and civic activity and providing attractive, accessible, and safe environments for businesses, shoppers and residents.

A.16 Local planning authorities should actively promote growth and manage change in town centres and adopt a plan-led approach to planning for town centres, using such tools as compulsory purchase orders to address land assembly issues. They should consider the scope for effective site assembly using their compulsory purchase powers to ensure suitable sites are brought forward for development. Where possible, growth should be accommodated by more efficient use of land, and increasing the density of development where appropriate. Where existing centres are in decline, the scope for consolidating and strengthening these centres should be assessed, through focussing a wider range of services there to promote the diversification of uses and improve the environment.

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A.17 It is essential that town centres provide a high quality and safe environment with well designed public spaces and buildings that are fit for purpose, comfortable, safe, attractive, accessible and durable. Residential or office development should be encouraged as appropriate uses above ground floor retail or other facilities within town centres. Local planning authorities should encourage diversification of uses in the town centre as a whole and ensure that tourism, leisure and cultural activities are dispersed throughout the centre.

A.18 Local authorities should seek to retain and enhance existing street markets and ensure that their markets remain attractive and competitive by investing in their improvement. With respect to additional retail capacity, local authorities should, in addition to quantitative need, take account of qualitative considerations. In deprived areas, which lack access to a range of services and facilities, additional weight should be given to meeting these qualitative considerations. In assessing qualitative need, a key consideration will be to provide for consumer choice by ensuring that provision is made for a range of sites for shopping, leisure and local services that allow genuine choice to meet the needs of the whole community, particularly those living in deprived areas.

A.19 Local planning authorities should ensure that the scale of opportunities identified are directly related to the role and function of the centre and its catchment, including an indicative upper limit for the scale of a development. Local authorities should consider the impact of a development on a centre including the likely effect on future public or private sector investment needed to safeguard vitality and viability and the potential changes to the quality, attractiveness, physical condition and character of the centre and to its role in the economic and social life of the community. The level of detail and type of evidence and analysis required should be proportionate to the scale and nature of the proposal.

A.20 Developments should be accessible by a choice of means of transport, including public transport, walking and cycling and the car. In determining accessibility, account should be taken of the frequency and capacity of services and whether access is easy, safe and convenient for pedestrians, cyclists and the disabled. Material considerations to be taken into account in assessing planning applications may include physical regeneration, employment (including creating higher skill opportunities), economic growth and social inclusion.

PPS 12: Local Development Frameworks (September 2004)

A.21 Supplementary Planning Documents (SPDs) should be included in the Local Development Framework for the area. SPDs may expand policy or provide further detail to policies in a Development Plan Document. They must not however, be used to allocate land. SPDs may take the form of design guides, area development briefs, master plan or issue based documents that supplement policies in a development plan document.

A.22 An SPD must be consistent with national, regional and development plan policy; it must be clearly cross referenced to the Development Plan Document or saved policy it supplements (Specifically UDP Policy LD.3, though all policies referred to below are relevant to this SPD); it must be reviewed along with Development Plan Document policies; and the process by which it has been prepared must be made clear (see Introduction and Background to the SPD, and Statement of Consultation (Appendix B), and a statement of conformity with the Statement of Community Involvement be published with it (see Section 3 in the SPD).

A.23 SPDs should also be accompanied by a sustainability appraisal (see Appendix C); an assessment of whether the SPD is in general conformity with the regional spatial strategy (The London Plan) (see below); and a statement of the consultation undertaken, representations received and the local authority’s response to those representations.
APPENDIX A

PPG 13: Transport (October 2002)

A.24 Planning, through shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, has a key role in helping reduce the need to travel. Local authorities should focus major generators of travel demand in town and district centres and close to public transport interchanges; plan for increased intensity of development for housing and other uses at locations highly accessible by public transport; and ensure developments offer a realistic choice of access by public transport, walking and cycling. Priority should be given to people over ease of traffic movement and local authorities plan to provide more road space to pedestrians, cyclists and public transport in town centres.

A.25 A key planning objective is to ensure all jobs, shopping, leisure facilities and services are accessible by public transport, walking and cycling and to actively manage the pattern of growth and location of development to make fullest use of public transport. Local authorities should work with business, developer, community and transport interests to ensure plans and proposals are feasible. Good partnerships between these interests are essential to achieving the objectives of this guidance. Developments that have significant transport implications should include Transport Assessments. The coverage of these should reflect the scale of development and extent of transport implications. For major proposals the assessment should illustrate accessibility by all modes, including modal split, and give details of proposed measures to improve access by public transport, walking and cycling.

A.26 New development should help to create places that connect with each other sustainably, providing the right conditions to encourage walking, cycling and the use of public transport. People should come before traffic. Local authorities should promote designs and layouts that are safe. The needs and safety of all in the community should be considered from the outset, taking account of the importance of good design. Reducing the amount of parking in new development is essential as part of a package of planning and transport measures, to promote sustainable travel choices. Local authorities should encourage the shared use of parking, particularly in town centres. Good quality, secure parking is important to maintain vitality and viability of town centres.

A.27 Well designed traffic management measures can contribute to planning objectives by reducing community severance, noise, pollution and accidents; promoting safe walking, cycling and public transport, improving the attractiveness of urban areas; and avoid or manage congestion. In taking decisions on the management of traffic, in town centres, priority should be given to people over traffic and authorities should actively consider traffic calming and the reallocation of road space to pedestrians, cyclists and public transport. Planning authorities should negotiate for improvements to public transport as part of development proposals.

A.28 Walking is the most important mode of travel at the local level and local authorities should use their powers to give greater priority to walking. They should create more direct, safe and secure walking routes, particularly in town centres, provide wider pavements including the reallocation of road space to pedestrians, and improve lighting. Regarding cycling, authorities should seek the provision of convenient, safe and secure cycle parking and changing facilities in developments and the provision of cycle storage facilities at transport interchanges; and the provision of cycle routes and cycle priority measures in major new developments.

A.29 Planning conditions for developments may be used to specify the number of parking spaces; control the management and use of parking spaces; and specify the arrangements for deliveries, removals, their hours of operation and the design of delivery areas and lorry parking.
PPG 15: Planning and the Historic Environment (September 1994)

A.30 There should be effective protection for all aspects of the historic environment. The physical survivals of our past are to be valued and protected for their own sake and their presence sustains the sense of local distinctiveness which is so important an aspect of the character of our towns, villages and countryside. Conservation and sustainable economic growth are complementary. As highway authorities too, local planning authorities’ activities should reflect the need to protect the historic environment. Roads can have a particular impact at all levels, such as road maintenance and the quality of street furniture and surfaces.

A.31 Plans should include a strategy for the economic regeneration of run down areas, and in particular seek to identify the opportunities which the historic fabric of an area can offer as a focus for regeneration. Developers should assess the likely impact of their proposals and provide written information or drawings before an application is determined to allow their significance to be assessed. It is better that old buildings are not set apart, but woven into the fabric of the community, and that new buildings are carefully designed to respect their setting in terms of scale, height, massing, alignment and use of materials.

A.32 Local planning authorities are required to have special regard to the desirability of preserving the setting of listed buildings. A proposed high or bulky building might affect the setting of a listed building some distance away. The desirability of preserving or enhancing a conservation area is a material consideration in assessing proposals which are outside a conservation area but which would affect its setting or views into or out of the area.

A.33 It is essential that local highway authorities take full account of the wider costs of transport choices, including impact on the historic environment. Local highway authorities should take measures to protect the historic environment from the worst effects of traffic. The pattern of roads and open spaces and the views they create within the townscape may be as valuable as the buildings. If a street is to be pedestrianised it is important to retain the traditional relationship between footways and the carriageway, including kerb lines. Wall-to-wall surfaces are often unsuitable and the scale, texture colour and laying patterns of materials should be sympathetic to the area’s appearance.
The London Plan

A.34 The London Plan is produced by the Greater London Authority and is the statutory planning document for London as a whole and forms part of the Development Plan for the borough. It is a strategic plan setting out an integrated social, economic and environmental framework for the future of London. It was adopted in February 2004 and consists of policies for the spatial development of the city. A number of policies in the Plan are relevant to the regeneration of Mitcham town centre.

A.35 These policies are Introduction Policy I1; Broad Development Strategy Policies 2A.5*, 2A.6*; Thematic Policies 3A.1*, 3A.2*, 3A.4, 3A.7*, 3A.8*, 3A.15*, 3B.11, 3B.12, 3C.1, 3C.2*, 3C.3, 3C.13, 3C.17, 3C.18*, 3C.19, 3C.20, 3C.21, 3D.1*, 3D.2, 3D.3, 3D.9; Crosscutting Policies 4A.1, 4A.2, 4A.7, 4A.8, 4A.9, 4A.10, 4A.11, 4A.13, 4B.1*, 4B.2*, 4B.3*, 4B.4, 4B.5, 4B.6*, 4B.7, 4B.8, 4B.9, 4B.10, 4B.11; Sub-regional Policy 5F.1; and Implementation Policy 6A.4. Policies marked with an asterisk are particularly relevant to the successful regeneration of Mitcham and are expanded on below.

A.36 Policies 2A.5 Town Centres & 2A.6 Spatial Strategy for Suburbs: These policies stress the importance of town centres as the key means of supporting sustainable economic growth. They make specific reference to the need to provide a full range of town centre functions including retail, leisure, employment and community facilities and that town centres should be the focus for such functions, making use of their good transport services and providing for improvements where necessary. The Council will seek to ensure that the range of uses proposed in any development reflects community needs and improves the variety, viability and diversity of the town centre and secures transport improvements.

A.37 Policies 3A.1 Increasing London’s Supply of Housing & 3A.2 Borough Housing Targets: These policies seek to maximise housing provision by exceeding existing planned provision, particularly through town centre development, increasing densities and use of unneeded employment land for residential or mixed use development. The Council will seek to ensure the town centre regeneration includes residential use as a key component in securing improved variety, viability and diversity of the town centre and secure its long term economic viability.

A.38 Policy 3A.7 Affordable Housing Targets: This policy states that UDP policies should set affordable housing targets based on a realistic assessment of need and supply. The Council’s UDP is up to date and a review of housing needs has recently been undertaken. Affordable housing targets have been set at 30%. It states that, in setting targets, boroughs should “take account of” the Mayor’s strategic target of 50% affordable housing and within this provision of a 70:30 social rent to intermediate split. The policy also states the importance of promoting mixed and balanced communities and of taking into account the existence of low cost market housing.

A.39 Given that in Mitcham there is a high proportion of existing social rented housing, the agreed approach (as set out in the Borough’s Neighbourhood Renewal Strategy) is for the supply of new affordable homes in this part of the Borough to be mainly intermediate homes for ownership. It is therefore anticipated that the supply of new affordable homes in these proposals should typically yield a provision of 60:40 intermediate to social rent split. This split should be seen as a guide and is flexible dependent on the proportion and size of affordable homes achieved.

A.40 The UDP 30% target should also be seen in the context of the cost of existing and new market housing in the Mitcham area, which is comparatively affordable, and thus available to a wider section of the population than in other areas.
Therefore, whilst UDP policy does not set the same target as Policy 3A.7, it is considered that it is in accordance with its overall aims of being responsive to local needs and promoting mixed and balanced communities.

A.41 Policy 3A.8 Negotiating Affordable Housing in Individual Private Residential and Mixed-Use Schemes: This policy states the need to encourage rather than restrain residential development, the need to apply targets flexibly and to take into account the availability of public subsidy. The complexity and costs associated with regenerating Mitcham town centre will mean that the Council has to balance other competing demands, such as the provision of community facilities, transport and environmental improvements, with the provision of affordable housing.

A.42 Policy 3A.15 Protection and Enhancement of Social Infrastructure and Community Facilities: This policy states the importance of the provision of community facilities in new development and in assessing the needs of an area. The production of the Brief has included such an assessment (through the public consultation process, with local groups and Council officers), which has been refined to the proposals contained within this SPD.

A.43 Policy 3C.2 Matching Development to Transport Capacity: This states that development proposals should be considered in terms of existing transport capacity, that where capacity required for the development is not adequate, development should be phased until requirements can be met, and that developments with significant transport implications should include a Transport Assessment and Travel Plan. It is considered that, in order to avoid uncertainty and to ensure successful completion of a comprehensive regeneration, development proposals should demonstrate from the outset that the proposed transport infrastructure is workable and implementable for the whole development. A Transport Assessment and Travel Plan should form part of this.

A.44 Policy 3C.18 Local Area Transport Treatments: This states the importance of taking a comprehensive approach to transport improvements in order to additionally secure environmental and regeneration benefits through ‘local area transport treatment’ for areas such as town centres. Thus, transport improvements should be complementary to regeneration aims and regeneration aims should allow for necessary transport improvements.

A.45 Policy 3D.1 Supporting Town Centres: This policy stresses the importance of strengthening the wider role of town centres through the development of a range of uses including community uses and improvements to the quality of uses and improving access by public transport, walking and cycling. Regeneration of Mitcham town centre will play a key role in achieving this policy, strengthening the town centre commercially and discouraging less sustainable out of centre developments.

A.46 Policy 4B.1 Design Principles for a Compact City: This policy sets out a series of aims for new development. All are relevant to Mitcham, but specifically, given its fragile local character, poor quality physical environment and a recent history of anti-social behaviour, it is considered that the principles of ‘safe for occupants and passers-by’, ‘respect local context, character and communities’ and ‘are attractive to look at and, where appropriate, inspire, excite and delight’ are particularly important and must be achieved by any regeneration proposals.

A.47 Policy 4B.2 Promoting World-Class Architecture and Design: This policy is relevant specifically to the improvement of Fair Green as one of the Mayor’s designated 100 Spaces for London. Regeneration proposals must include provision for a step-change environmental enhancement of the Fair Green that includes community involvement, and the involvement of the GLA Architecture and Urbanism Unit in the competitive selection of appropriate designers. This should also include the design of the new market square adjacent to the Fair Green.
A.48 **Policy 4B.3 Maximising the Potential of Sites:** This policy states the importance of making best use of land. It also stresses that this must be done in a way that is compatible with local context, Policy 4B.1 design principles and public transport capacity. Any regeneration proposals must demonstrate clearly that they comply with these provisos and how they do so. Table 4B.1 relates to this policy and provides a parking provision and development density matrix according to public transport accessibility. Mitcham falls into the ‘Sites within 10 mins walking distance of a town centre’ location and within this the ‘suburban’ location. Accordingly residential densities should be within the range of 200-350 hr/ha. Commercial development will also have to be factored into the density calculation.

A.49 **Policy 4B.6 Sustainable Design and Construction:** This policy includes a list of measures relating to sustainable design and construction that any regeneration proposals must take into account. Proposals should demonstrate how they adhere to and take into account these measures. Particularly important in the Mitcham context are the re-use of buildings and promoting Combined Heat and Power (CHP) schemes. Retaining as many existing buildings that contribute to Mitcham’s fragile village character is important both for sustainability and local distinctiveness. The Council is also planning a CHP scheme in the Mitcham area and proposals should be designed to connect into this network when it is implemented.
Merton Unitary Development Plan

A.50 The Merton Unitary Development Plan (UDP) is the statutory planning document for the borough as a whole. It is part of the Development Plan for the Borough. It was adopted in October 2003 and contains policies for the development and other use of land for the borough. Its purpose is to guide development in the borough by setting out policies and proposals against which planning applications and development proposals will be assessed. A number of policies in the UDP are relevant to the regeneration of Mitcham town centre.


A.52 Policies ST.1 Sustainable Development, ST.22 Environmental Protection, BE.25 Sustainable Development & PE.9 Waste Minimisation and Waste Disposal: These policies relate to sustainable development and are fundamental elements of the UDP. Policy ST.1 requires regeneration plans to include the submission of a Sustainable Development Statement with any planning application, which will be assessed against the Council’s sustainability checklist. Policy ST.22 relates primarily to energy use. The Council is progressing a CHP scheme for the Mitcham Area and proposals should be designed to connect into this network if it is implemented. Policy BE.25 relates to buildings and how they can be made more sustainable. Proposals should show in the Sustainable Development Statement how this is to be done. Policy PE.9 relates to waste and encourages the adoption of Environmental Management Schemes for the treatment and disposal of waste. A CHP scheme would contribute to this but it is likely other methods of waste minimisation will also be appropriate and could be sought through planning obligations.

A.53 Policies ST.3 Mixed Uses, ST.10 Mixed Use Neighbourhoods, U.2 Mixed Uses in Urban Villages & TC.3 Mixed Use Development: These policies relate to the importance of mixed uses in relation to sustainable development. Policy ST.3 promotes a mix of uses in close proximity to help promote more sustainable travel patterns and a more vibrant and attractive urban environment. Policy ST.10 promotes a balance of land uses to support sustainable development. Policy U.2 reflects the fact that Mitcham is designated an urban village and states the type of uses suitable for the urban village, including community and neighbourhood facilities, employment uses and residential uses.

A.54 Policy TC.3 relates to the appropriateness of mixed use development and that the scale and nature of development must be commensurate with the role and capacity of the town centre and that it will not harm its vitality or viability. Whilst Mitcham is currently in decline it has a number of local independent shops serving local
needs and any new proposals must address the desirability of retaining these and not simply provide for increased quantity of uses in the assumption that this will by definition improve vitality and viability. Vitality and viability are dependent on a range of sizes, types and tenures of uses and the undue loss of local shops will be seen as harming Mitcham’s vitality and viability.

A.55 Policy MI.1 Urban Village: Policy MI.1 relates to the UDP proposals sites in the town centre, stating that these sites should only be developed for the uses stated in Schedule 1 and on the proposal map. There are 10 proposals sites in the Mitcham town centre area. The majority of site 4.MI has been developed; site 5.MI is being developed and site 8.MI has been granted planning permission. An appeal against refusal of planning permission for site 6.MI has recently been allowed, giving permission for 63 flats on the site. This SPD contains general individual guidance for the development of the UDP sites 4.MI (remainder) and 7.MI.

A.56 The remainder of the Mitcham UDP sites (1.MI, 2.MI, 3.MI, 9.MI & 10.MI) are within the core town centre area covered by the main development and design guidance contained within this SPD. The reasoning behind the MI.1 policy requirement that the sites should only be developed for the uses stated in Schedule 1 is to ensure that the town centre maintains an appropriate mix of uses that achieves the aims of other relevant policies, sustainable development, promotion of vitality and viability, promotion of an attractive urban environment and to discourage out of centre development. Thus, retaining a similar mix of uses in the town centre as a whole on these, and additional sites, rather than adhering exactly to the UDP site allocations, is not considered contrary to the overall aim of Policy MI.1.

A.57 The allocation of specific uses to specific sites was done as considered appropriate at the time, with little background or subsequent work undertaken to assess the practicability of the land use allocations. Since adoption of the UDP the development context in Mitcham has changed considerably. Asda has purchased a large town centre site with a view to developing a large foodstore and two development consortia are actively interested in bringing forward regeneration proposals, having already undertaken some initial investment. This, and the response by the Council in the form of the Space Syntax Urban Design Brief, has generated new ideas and brought forward new sites for consideration. This changed context is viewed by the Council as a material planning consideration which in itself would justify not adhering strictly to the site by site land use allocations in Policy MI.1, provided that the overall mix of uses achieved in the town centre meets overall policy aims. Therefore it is considered that the land use proposals outlined in the main development and design guidance contained within this SPD is justifiable in respect to Policy MI.1 and planning law in general (see also references above to Paras. 42 & 42a of PPG 3 Housing and justifications in this Appendix at Paras. A12, A65 & A66 and in the main SPD at Paras. 7.64 & 7.65).

A.58 Policies ST.13 Housing Needs, HN.1 Affordable Housing & HN.3 Dwelling Mix: Policy ST.13 states that housing policies should be based on housing need. Housing needs studies in 1999, 2001 and 2005 identified a variety of needs and justified the Council’s 30% affordable housing target. Policy HN.1 refers to affordable housing provision in developments over 15 units should be on-site and that the 30% figure is a minimum. Policy HN.3 states that dwelling mix should both reflect housing needs and foster mixed and inclusive communities. The location of affordable housing for the town centre in one single location will not be acceptable and must be spread throughout the town centre according to both policy aims and operational needs.

A.59 Policy ST.17 Built Environment: This policy focuses on the need for a high quality urban environment in the areas of design quality, accessibility, sustainability and security. Regeneration proposals must
show in their Design Statement how these requirements are to be met.

A.60 **Policy ST.18 Heritage:** This policy seeks the protection, preservation or enhancement of the Borough’s heritage, including statutorily and locally listed buildings. As the character and heritage of Mitcham is fragile, with a limited number of protected buildings and others of note, those that remain, the Council will give particular regard to protecting.

A.61 **Policy U.1 Urban Village Designation:** This policy outlines characteristics that make up a successful urban village. These are complementary to objectives for sustainable development and good urban design. Regeneration proposals must show that they provide these characteristics.

A.62 **Policy HP.4 Density of Development:** This policy sets residential density standards according to parking provision and public transport accessibility, with criteria relating to the protection of local character and residential amenity. Mitcham Town Centre falls within the ‘Sites within 10 mins walking distance of a town centre’ and, as there is no Controlled Parking Zone (CPZ) in operation, the density range is 200-400 hr/ha. The London Plan matrix accompanying Policy 4B.3 is more recent and divides this category into further Central, Urban and Suburban (Mitcham) sub-categories. It is therefore considered more responsive to local characteristics.

A.63 Combining this with the CPZ reference in the ‘Low’ parking provision column in the Policy HP.4 matrix (scarcity of space is likely to dictate low parking provision), it is considered that, based on both London Plan and UDP policies, the most appropriate density range for Mitcham town centre is 200-300 hr/ha. Policy HP.4 goes on to state that densities above 500 hr/ha may be appropriate in town centres where there is a CPZ and there is compliance with other relevant Plan policies. Given that there is no CPZ in Mitcham, the poor PTAL level in relation to other town centres in the borough and the fragile townscape character of Mitcham, it is considered that this approach would not be appropriate.

A.64 **Policy E.6 Loss of Employment Land Outside the Designated Industrial Areas:** This policy protects against the loss of employment land. The two criteria relating to land in a predominantly residential area are considered not relevant to Mitcham town centre. Thus the loss of employment land could be acceptable if other employment benefits are provided locally. Proposal sites 9.MI and 10.MI are currently in employment use and are allocated for employment and retail use in the UDP.

A.65 This SPD allocates both sites for mixed use. This SPD indicates that the Council would adopt a greater degree of flexibility towards the redevelopment of these sites including their use for housing, subject to such proposals forming part of comprehensive development proposals for the town centre. Justification for this approach is made in Paras. A.12 & A.57 of this Appendix, and in Paras. 7.64 & 7.65 in the main SPD. In addition, the following reasons further support this approach:

- The majority of the current uses are low grade and low rent and not commensurate with the aim of improving the quality of land uses in the town centre and thus the strength of the economic base.
- The current uses require low rents that will be found out of town centres, especially as rental rates rise as the town centre is regenerated. Pressure is likely to mount for sale of these sites in a piecemeal manner as regeneration commences and land values rise, thus it would make sense to ensure, through this SPD, that these sites form part of the overall regeneration package to ensure redevelopment is most efficient and appropriate and benefits to the town centre as a whole are maximised.
- The density of development is low and the land is not used efficiently – the site has a greater potential for increased floorspace in accordance with government, regional and UDP policy on making the best use of land and increasing densities.
To this end retention of both the Kings Arms and White Lion public houses are considered critical to maintaining the character of the town centre. It may be appropriate for one or both of these buildings to be converted for an alternative use. In such circumstances, the integrity of the building must be preserved according to the criteria in this policy.

A.68 Policy BE.15 New Buildings and Extensions, Daylight, Sunlight, Privacy, Visual Intrusion and Noise: This policy relates to the orientation and design of buildings and the protection of basic amenities such as daylight, privacy, noise and visual intrusion. Due to the compact nature of the town centre core and the level of development envisaged, it is considered critical that these basic amenities are not compromised in the desire to maximise the development potential of the town centre as a whole and individual sites in particular.

A.69 Policies BE.16 Urban Design & TC.5 Good Urban Design and Public Realm: Policy BE.16 consists of seven urban design objectives which new developments will be expected to achieve. Regeneration proposals must explain in their design statement how the proposals meet these objectives. This is considered a key policy with respect to regeneration of the town centre as it is closely related to and supports Council policies on sustainable development and transport and meeting these objectives successfully will also make meeting sustainability and transport objectives more achievable. Policy TC.5 stresses the importance of good urban design in improving the quality of the public realm. The quality of the public realm in Mitcham is often poor and improving this is a key aim of this SPD (see Policy S.7). The interface between buildings and spaces is key to both the success of the buildings and spaces. Active frontages and maximising entrances onto the street are critical to this and can also increase the amount of retail frontage. Thus the Council will not support any proposals that seek the closing or removal of existing streets, and will seek the creation of new routes as
outlined in the main development and design guidance of this SPD.

A.70 Policies L.12 Provision of New Facilities & L.13 Improving Provision: These policies relate to the provision of community, leisure, recreation, arts and cultural facilities. Policy L.12 promotes recreation and leisure facilities where access is good, such as Mitcham town centre. As the Cannons Leisure Centre is located close to the town centre, it is considered that non-sporting, more passive leisure uses such as library, cinema and heritage uses, and meeting spaces for clubs and societies would be most appropriate. The Council will seek the provision of such facilities in any regeneration proposals for the town centre. Policy L.13 seeks additional provision for community, arts, culture and entertainment uses, particularly in major, mixed use development. Such facilities will be sought as part of any regeneration proposals primarily through the provision of a new community facilities building secured by S106 agreement. The exact range and nature of the facilities provided will be based on local need and support as indicated by public consultation and is detailed in the main development and design guidance section of this SPD.

A.71 Policy TC.7 High Density Housing: This policy encourages housing as part of mixed use development in town centres and at high densities commensurate with other town centre policies. It states that account should be taken of the character of particular centres and that in this respect Mitcham is less suited to high density housing, compared to Wimbledon. Therefore care must be taken through good design, location, siting and density in any proposals for high density housing in Mitcham town centre.

A.72 Policies TC.8 Land Assembly & LD.4 Acquisition and Assembly of Land: Policy TC.8 states that the Council will work with landowners and developers to achieve the regeneration aims of the UDP, taking a more proactive role than in the past. It states that the Council will use Compulsory Purchase Order (CPO) powers where it considers it necessary to do so. Policy LD.4 states that the Council will consider the use of its statutory (CPO) powers to assist in the acquisition and assembly of land where it is consistent with Plan proposals. It is therefore important to note that the Council’s CPO powers will not be used as an alternative to developers undertaking site assembly, but will be considered (not relied upon or expected) where assistance is deemed necessary, such as in situations where the usual channels have failed to secure land required for development. The Council will also only consider using its powers where the proposals for which land is being sought are consistent with those contained in the UDP and thus this SPD. Therefore the Council must be clear about the nature of the proposals before engaging in Compulsory Purchase, and will only do so in conjunction with, or after granting planning permission.

A.73 Policy MI.5 Mitcham Fair Green and Street Market: This policy seeks environmental improvements to the Fair Green and better use of it as a community facility. Any regeneration proposals must include provision for a step-change environmental enhancement of the Fair Green that includes community involvement. The Fair Green is the physical and civic focus of the town centre and its single most element of local distinctiveness. The Council considers its enhancement as fundamental to the regeneration of the town centre. The market is also an established feature of the town centre though is suffering from commercial decline and poor quality of stalls. The provision of a new market square and stalls and an improved management regime will be key to the improvement of the quality of the market and the appearance of the Fair Green. This is detailed in the main development and design guidance section of this SPD.

A.74 Policy S.7 Environmental Improvements in Shopping Centres: This policy seeks improvements through development proposals where their scale and nature would justify them. Any regeneration proposals in the town centre are
considered appropriate to justify such improvements and will be expected as a key element of such proposals. The policy outlines seven areas where improvements should be made. It is considered that improvements covering all these areas will be expected as a result of any regeneration proposals. It should be noted this is not an exhaustive list and other improvements may be considered appropriate. It should also be noted these areas are consistent with urban design improvements which will also be sought (see Policies BE.16 & TC.5).

A.75 Policy PT.2 Rail Services: This policy refers to a number of initiatives the Council supports for improving rail services within, to and from the borough. This includes a specific proposal for a new station at Eastfields, which would be served by Thameslink and South Central services. The station site is approximately 725 metres from the town centre (less than 10 minutes walk) via Laburnum Road. This would provide the town centre and surrounding area with relatively convenient rail services to Sutton and Central London (with connections to Croydon). Provision of the station would also raise the PTAL level in the area. Accessibility to the town centre could be further improved by extending or diverting existing bus routes to serve the station. Given the scale of the proposed regeneration of the town centre and close proximity of the site to the town centre, it is considered appropriate that a financial contribution is made to secure the provision of the new station as part of any regeneration proposals. Early discussion with TfL and Network Rail is recommended.

A.76 Policy PT.4 Public Transport Interchanges: This policy seeks a range of facilities at public transport interchanges, with a list of four types of facilities. Given the street layout, availability of sites, urban form and routes of bus services, it is not feasible to provide a single facility at one location that serves all 10 bus routes in Mitcham (although this should be aimed for as far as is feasible). Thus the town centre core as a whole must be seen as an interchange in itself and the relatively short pedestrian routes between bus stops made as convenient as possible. Car set down/pick up areas are not considered appropriate to Mitcham as this is generally only appropriate at rail stations.

A.77 Safe and convenient provision for pedestrians and the disabled is important for the reason mentioned above and in general to create an attractive environment to encourage use of both the town centre and public transport facilities. Any regeneration proposals should not prejudice the future implementation of a tram through Mitcham. The preferred route by TfL is shown in the transport proposals in the main development and design guidance in this SPD.

A.78 Policies RN.2 Improvements to the Road Network, TO.1 Traffic Management in Town Centres & TO.2 Integrating Development and Accessibility Improvements: Policy RN.2 protects against additional road capacity and links any permitted alterations to a set of seven criteria based on local improvements, improvements to non-car modes and access to new developments.

A.79 Policy TO.1 sets out seven aims for traffic management. All of these are relevant to regeneration of Mitcham town centre. Aim (i) seeks to reduce congestion by restraining through traffic. As Mitcham suffers from a relatively high level of through traffic and this is the cause of much congestion, regeneration proposals must address ways of reducing, or better managing through traffic and detail this in a Transport Impact Assessment and Green Travel Plan. Also of note is Aim (vi) which seeks to facilitate development opportunities and site improvements. It is clearly important that any town centre regeneration proposals are properly accessed such that they can operate successfully, including showing how additional traffic generated will be accommodated appropriately in the wider road network (through appropriate traffic modelling). There are potential difficulties in achieving both Aims (i) and (vi) successfully and proposals must show, in their design
and in their Transport Impact Assessment and Green Travel Plan, how these aims are achieved in relation to one another.

A.80 **Policy TO.2** states that highway improvements must be co-ordinated with the implementation of development proposals they relate to, and that these improvements must be aimed at improving access for modes other than the car.

A.81 **Policy WC.4 Cycle Routes:** This policy requires new developments to contribute to the provision of proposed cycle routes. There are a number of proposed cycle routes converging on Mitcham town centre. Due to the scale of regeneration envisaged, it is considered appropriate for regeneration proposals to fund the implementation of all remaining planned routes. Should these have been implemented prior to implementation of the regeneration proposals, then other appropriate cycling related improvements may be sought.

A.82 **Policy PK.6 Car Free Residential Development:** This policy states that car free residential development will only be permitted where there is an operational CPZ. Mitcham currently does not have a CPZ. It may be appropriate to consider implementation of a CPZ as part of any regeneration proposals. However, this should not simply be proposed in order to justify very high density development – other issues, such as character, availability of land and transport capacity, will also place real limits on residential density. It is in the context of these factors, that the need, desirability and requirement for a CPZ should be addressed in developing regeneration proposals. Any proposals including a CPZ should be developed in close consultation with the Council’s Street Management Section.

A.83 **Policies LU.1 Transport Infrastructure and Development & LU.3 Transport Impact of New Development:** Policy LU.1 seeks to ensure that new transport facilities are provided as part of new developments where that development creates the need for them. Policy LU.3 seeks to ensure that new developments are acceptable in transport terms. The scale of regeneration in Mitcham will require submission of a Transport Impact Assessment and a Green Travel plan and should meet the requirements of the Road Traffic Reduction Act 1997 and the Transport Management Act 2004.

A.84 **Policies LU.4 Consistency of Development Proposals with Transport Policies & LU.5 Developer Contributions:** Policy LU.4 is aimed at ensuring the local road network is capable of accommodating the transport requirements of development proposals and that they are consistent with transport policy. Policy LU.5 requires developments to contribute to the provision of any required additional facilities and to demonstrate the development is adequately served by a variety of modes and will not have an adverse effect on the local environment.
Supplementary Planning Guidance

A.85 Prior to adoption of this SPD, the Council had produced Supplementary Planning Guidance for the Mitcham Urban Village area. This document has been taken into account in the preparation of this SPD. However, it was considered that the renewed development interest in the town centre rendered this guidance out of date and, as it was not designed to promote large-scale comprehensive development, inadequate to properly influence the realisation of such development. Thus this SPD is considered to replace the Mitcham Urban Village SPG, which is now cancelled.

A.86 The Council has produced a number of other subject based SPG documents. These cover areas of Affordable Housing, Archaeology, Design, Designing out Crime, Residential Development, Sustainable Development and Sustainable Transport. Full references for these documents are listed in the Background Documents section of the SPD. As the majority of their content is relevant to Mitcham, and to avoid unnecessary duplication, they are not referred to in detail in this SPD.

Other Statutory Considerations

A.87 In 2004 the Mayor of London designated Mitcham Fair Green as one of the Mayor’s 100 Public Spaces. The aim of the Mayor’s initiative is to upgrade public spaces to show that ‘creating and managing high quality public spaces is essential to delivering an urban renaissance in London’. Policy 4B.2 in the London Plan refers to this, stating that any proposed enhancements should have been through a process of community involvement, the involvement of the GLA Architecture and Urbanism Unit, and the competitive selection of appropriate designers. The Council welcomes the designation of Fair Green as one of the Mayor’s 100 Public Spaces. However the designation does not include the resources necessary to boost and enhance Fair Green.

A.88 Mitcham Fair Green is registered as a Town Green under the Commons Registration Act 1965. This affords it statutory protection from development. Any proposals that affect the Green should be referred to the Council’s legal department. Proposals may be required to include re-registration, depending on their nature.
Statement of Conformity of Proposals with Planning Policy and Guidance

National Planning Policy Guidance & Statements

A.89 It is considered that this SPD is in conformity with the national planning guidance as set out above. It is considered so in relation to a number of relevant subjects including sustainable development, urban design, local distinctiveness, housing, mixed uses, location of development, land uses, promotion of town centres, regeneration, accessibility, community safety, proactive planning, economic development and transport choice.

The London Plan

A.90 It is considered that this SPD is in conformity with the London Plan. With respect to housing (Policies 3A.7 and 3A.8) it should be noted that the policy only requires that authorities ‘take account of’ the strategic target of 50% affordable housing and that such targets are applied flexibly and that authorities base their targets on a realistic assessment of need. The Council will therefore seek to maximise the provision of affordable housing in line with demonstrated need.

Merton Unitary Development Plan

A.91 It is considered that this SPD is in conformity with the Merton Unitary Development Plan. This is set out in detail above, but it is considered so particularly in relation to sustainable development, mixed use, provision for small businesses, land use allocation, urban design, residential density, community facilities and transport.

Development Sites and Planning History

A.92 A number of UDP proposals sites within the study area have planning histories relevant to this SPD. In addition to the UDP proposals sites, the core area guidance covers a number of other sites, and these are listed below. Some of these sites also have relevant planning histories. There are some other sites within the study area that have extant planning permissions, and these are also listed below. There are a number of further sites within the study area that are considered to have development potential. These sites are also identified here and further design and development guidance is given as appropriate in Section 9. Plan 2 shows all development sites referred below.

A.93 UDP Proposals Sites

- Sites 1.MI – 3.MI and 9.MI & 10.MI are covered by the guidance in this SPD. Parts of site 1.MI have relevant planning history. No. 203 London Road, currently vacant land, has planning permission, granted in April 2004, for a five-storey building. Nos. 1-3 Upper Green West has planning permission, granted in September 2003, for a new 3 storey building replacing the current single storey building.

- Site 4.MI has been part developed for a health centre and flats. The southern part of the site remains to be redeveloped and guidance is included for this site in Section 9 of this SPD.

- Site 5.MI is currently under construction.

- Site 6.MI has recently been the subject of an appeal. This appeal has been allowed. Thus planning permission exists for a residential development of 63 flats on this site. The proposal is for 100% affordable housing and is essentially car-free.

- Sites 7.MI and 38P remain undeveloped and guidance is included for this site in Section 9 of this SPD.
Other Sites Within the Study Area with Extant Permissions

- Land to rear of Three Kings PH and No. 23 Commonsidie East. Planning permission granted in September 2004 for residential development to the rear and flats above the pub.

Other Sites Outside the Core Area with Development Potential

- Nos. 174 London Road and 14 Bond Road. Light industrial premises to the rear of site 4.MI.
- Mitcham Library, No. 157 London Road.
- Nos. 29-33 Upper Green East, north side.
- Car repair garage, Nos. 1-7 Clarendon Grove (& adjacent yard).
- Nos. 189-191 London Road.
- No. 30 St. Mark’s Road, community hall and warehouse.
- No. 26 St. Mark’s Road, Royal British Legion Club.
- No. 159 Commonsidie East & Alpine Works Hallowell Close.
- Light industrial yard, adjacent to No. 2 Hallowell Close.

Other Sites Proposed for Redevelopment within the Core Area

- Nos. 5-7 Upper Green West, north side (No. 4 is part of proposals site 1.MI and Nos. 8-9 are proposed for retention).
- Nos. 12-16 Upper Green West, south side (Iceland & Conservative Club).
- Nos. 3-27 Upper Green East, north side (& sub-station to rear).
- Nos. 1-8 Langdale Parade, Upper Green East, south side.
- Nos. 1-10 Majestic Way.
- Nos. 9-17 Western Road (Blockbuster & Netto).
- Nos. 37-39 Western Road.
- Nos. 193(works)-201 London Road (north side of St. Mark’s Road).
- Nos. 205-211 London Road (south of St. Mark’s Road). Planning permission granted in January 2003 for additional storey, currently under construction.
- Nos. 213-221 London Road (north of White Lion PH).
- Nos. 234-244 London Road (north of Sibthorp Road).
- Nos. 246-256 London Road (south of Sibthorp Road).
- Surface car park, Raleigh Gardens.
- No. 225 London Road.

The rear part of Site 8.MI, on Clarendon Grove, was granted planning permission in April 2002 for residential use. The part on the corner of Upper Green East and Clarendon Grove remains to be developed and guidance is included for this site in Section 9 of this SPD.