

PLANNING APPLICATIONS COMMITTEE
10th December 2020

Item No:

UPRN

APPLICATION NO.

DATE VALID

19/P4032

Address/Site

Pollards Hill Estate, Mitcham

(Ward)

Pollards Hill

Proposal:

INSTALLATION OF 180 BIN STORES AND 28 FOOD STORES WITH RECONFIGURATION OF PARKING SPACES (INCREASE OF 40 SPACES) ACROSS THE POLLARDS HILL ESTATE

Drawing Nos:

LOCATION_PLAN_001_REV_PL2, ASK 11,
F.1.01,
BERKSHIRE CLOSE_002_REV_PL2,
BRECON CLOSE_003_REV_PL4,
CAERNARVON CLOSE_002_REV_PL3,
GLAMORGAN CLOSE_002_REV_PL4,
HUNTINGDON CLOSE_002_REV_PL4,
KENT CLOSE_002_REV_PL4,
LINDSEY CLOSE_002_REV_PL4,
MONMOUTH CLOSE_002_REV_PL1,
MONTGOMERY CLOSE_002_REV_PL3,
RADNOR CLOSE_002_REV_PL2 &
SHROPSHIRE CLOSE_002_REV_PL3, M9045-APL072,

Vehicle Swept Path Analysis drawings:
BERKSHIRE CLOSE_003_REV_PL2,
BRECON CLOSE_004_REV_PL3,
CAENARVON CLOSE_003_REV_PL3,
CHESHIRE CLOSE_003_REV_PL3,
GLAMORGAN CLOSE_003_REV_PL3,
HUNTINGDON CLOSE_003_REV_PL3,
KENT CLOSE_003_REV_PL3,
LINDSEY CLOSE_003_REV_PL3,
MONMOUTH CLOSE_003_REV_PL1,
MONTGOMERY CLOSE_003_REV_PL3,
RADNOR CLOSE_003_REV_PL2 &
SHROPSHIRE CLOSE_003_REV_PL3.

Contact Officer:

Tim Lipscomb (0208 545 3496)

RECOMMENDATION

Grant Permission subject to conditions.

CHECKLIST INFORMATION

- Heads of Agreement: No.
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Statement been submitted: No
- Press notice: Yes (major application)
- Site notice: Yes (major application)
- Design Review Panel consulted: No
- Number of neighbours consulted: 876
- External consultations: Yes
- Flood Zone - No
- Conservation area: No
- Listed buildings: No
- Tree protection orders: No
- Controlled Parking Zone: No
- PTAL: 1a-2 (poor)

1. **INTRODUCTION**

- 1.1 This application is being brought to the Planning Applications Committee for determination due to the nature and scale of the development and the number of objections.

2. **SITE AND SURROUNDINGS**

- 2.1 The site is located at Pollards Hill, a residential district between Mitcham and Norbury. The site is bounded by South Lodge Avenue / Recreation Way and Radnor Close / Lancaster Road. The majority of estate properties lie to the north of South Lodge Avenue.
- 2.2 The Pollards Hill estate was developed in the 1960's as a high density low rise scheme of 3 storey houses and flats. The scheme was laid out in a rectilinear pattern set around a series of squares, bounded by Recreation Way. The estate implements the principles of 'perimeter planning' whereby terraces are compactly zigzagging around the edge of a large open space. The estate includes a library and community centre, the library was extended and refurbished in 2009, with a new external envelope to the entire building.
- 2.3 This part of the estate is made up of 3 storey residential blocks of flat-roofed, terraced housing, many of which front onto courtyard parking.
- 2.4 The estate slopes down fairly steeply from its northern end towards South Lodge Avenue. Changes of level are accommodated through a series of ramps, steps and embankments to the perimeter of Donnelly Green and resident courtyards.
- 2.5 The estate has recently undergone improvement works by Moat Housing Association with new cladding and re-landscaped internal courtyard areas.
- 2.6 The flatted blocks on site are interspersed by a number of triangular shaped areas of green space (many of these are currently occupied by building materials and portacabins in relation to the wider estate regeneration works), with a larger recreation area to the central and southern part of the site.

- 2.7 There are trees of varying quality and maturity around the estate perimeter and within the parking courts off Recreation Way and Donnelly Green and more mature specimens towards the South Lodge Avenue.
- 2.8 The Pollards Hill Estate is surrounded by low-rise (two and three storey) residential development, which take the form of semi-detached houses and short terraces. The Pollards Hill Estate extends to the south of South Lodge Avenue, where the majority of properties have been redeveloped, several with over sailing mono-pitched roofs. The general architectural style is undistinguished post-war residential, with little overall coherence in terms of detail. To the north west of the Estate there are a number of larger scale community buildings, including a library, community centre, youth club and a parade of shops.
- 2.9 In terms of bin storage, the current arrangement is predominantly individual bins for each dwellings along with small communal bin stores within recessed areas in the existed terraced buildings. There are also some limited examples of communal bin storage within the car parking areas.
- 2.10 Bins for individual dwellings are currently kept in the recessed areas at the entrance door.
- 2.11 The existing integral, communal bin stores on site are often over-flowing and have been the subject of vandalism, graffiti and arson.

3. PROPOSAL

3.1 Summary of proposal:

- 43 freestanding bin stores (made up of a total of 180 bin modules and 28 food stores). This would displace 49 parking spaces.
 - An additional 89 car parking spaces on green space and within existing car parking area would be provided giving a total increase in parking spaces of 40.
 - No loss of trees.
- 3.2 The planning application seeks permission for the provision of a number of freestanding bin stores around the site, to be located in areas which previously accommodated car parking, or on the existing green wedges of land around the site. These freestanding communal bin stores would replace the existing individual bins for householders.
- 3.3 The proposal is for each “Close” that makes up the estate to be provided with 3-5 freestanding bin stores with refuse, recycling and food recycling containers, housed on concrete plinths. The bin stores themselves would be grey in colour, with a partly curved roof. The bins would be constructed from ‘Tuffplas™ Grey HDPE 100% Recycled’, a composite material with a woodgrain finish, on a steel frame. The bins are designed to be fire retardant.
- 3.4 Additional car parking (89 spaces) is to be provided on the green wedges around the site (due to the spaces to be lost, the total increase in parking spaces would be 40 across the site). The grassed green wedge areas would therefore be reduced in size to accommodate this increased parking provision.

- 3.5 A Ground Reinforcement System has been chosen for the creation of the new parking spaces, which are to be located on the green wedge areas - ECOGRID® E40, which is a system similar to 'grass-crete', allowing grass to grow through the base structure.
- 3.6 Bollards would be installed around the bin stores (Marshalls 915mm concrete bollards).
- 3.7 Dropped kerbs would be inserted in a number of positions to facilitate servicing and collection.
- 3.8 Berkshire Close:
- The erection of 2 separate bin stores.
 - Loss of 4 parking spaces.
- 3.9 Brecon Close:
- The erection of 3 separate bin stores.
 - 6 additional parking spaces proposed within the parking courtyard and on the existing green wedge.
- 3.10 Caenarvon Close:
- The erection of 4 separate bin stores.
 - 5 additional parking spaces proposed within the parking courtyard and on the existing green wedge.
- 3.11 Cheshire Close:
- The erection of 4 separate bin stores.
 - 13 additional parking spaces on green space.
- 3.12 Glamorgan Close:
- The erection of 5 separate bin stores.
 - 9 additional parking spaces within the parking courtyard and on the existing green wedge.
- 3.13 Huntingdon Close:
- The erection of 5 separate bin stores.
 - 2 additional parking spaces within the parking courtyard and on the existing green wedge.
- 3.14 Kent Close:
- The erection of 5 separate bin stores comprising the following:

- 7 additional parking spaces within the parking courtyard and on the existing green wedge.

3.15 Lyndsey Close:

- The erection of 6 separate bin stores comprising the following:
- 8 additional parking spaces within the parking courtyard and on the existing green wedge.

3.16 Monmouth Close:

- The erection of 1 bin store.
- 5 additional parking spaces on the existing green wedge.

3.17 Montgomery Close:

- The erection of 2 separate bin stores.
- 1 additional parking space within the parking courtyard.

3.18 Radnor Close:

- The erection of 4 separate bin stores to the roadside verge comprising the following:
- No change to existing parking layout.

3.19 Shropshire Close:

- The erection of 4 separate bin stores.
- Loss of 10 parking spaces.

3.20 Table to illustrate change in parking spaces around the site:

Address	Existing	Added	Lost	Balance	Change
Monmouth Close	0	5	0	5	+5
Lyndsey Close	39	12	4	47	+8
Kent Close	39	13	6	46	+7
Huntingdon Close	36	10	8	38	+2
Glamorgan Close	37	14	5	46	+9
Cheshire Close	2	13	0	15	+13
Caernarvon Close	47	9	4	52	+5
Brecon Close	50	10	8	52	+32
Montgomery Close	18	3	2	19	+1
Shropshire Close	54	0	10	44	-10

Berkshire Close	12	0	2	10	-2
Radnor Close	0	0	0	0	0
	334	89	49	374	+40

3.21 In support of the application, the applicant advises that there is currently a shortage of refuse storage on the estate. Refuse stores are currently recessed into areas located at the rear of each block and large commercial bins located. The capacity has found to be too small to meet Merton's requirements, including the introduction of recycling. In relation to this the designer, United Living, has looked into various options and has considered the following in the layout and design for the bin's stores:

- Most efficient way of distributing the locations of bins stores, which will have less impact to the residents and existing structures;
- Ease of access by council refuse lorries;
- Minimum effect to existing parking provisions to the whole estate.
- Increase refuse and recycling storage capacity
- Minimise fly-tipping

3.22 The waste collection service the existing houses on the site currently have is outlined below:

- 1 x food caddy bin
- 1 x paper/card bin
- 1 x general refuse bin
- 1 x purple/blue box for plastic, glass, cans and cartons
- 1 x green box

The current collection service is a once weekly collection service

3.22 The proposed collection service is as follows:

- 1 x food caddy bin - weekly
- 1 x paper/card – once every 2 weeks
- 1 x general refuse bin – once every 2 weeks
- 1 x purple/blue box for plastic, glass, cans and cartons- every 2 weeks
- 1 x green box - every 2 weeks

3.23 The application is accompanied by the following key supporting documents:

- Arboricultural Survey – submitted 22/10/2020
- Car Parking Survey Report
- Design and Access Statement – submitted 22/10/2020
- FAQ sheet
- Eco-grid details – submitted 22/10/2020
- Transport Assessment
- Tree description table – submitted 22/10/2020
- Typical bin store – CGI – submitted 22/10/2020

3.24 The application has been subject to two rounds of amended plans since the original submission. The first amendments sought to deal with the detailed positioning of bin stores and bollards as a number encroached onto highway land. The later set of amended plans sought to minimise the

impact on mature trees and also included more additional parking on green wedges around the site (instead of felling mature trees to provide space for the bin stores)

4. PLANNING HISTORY

4.1 Relevant planning history is summarised as follows:

14/P4165 - ALTERATIONS TO ELEVATIONS INCLUDING: NEW RENDERED CLADDING AND ROOF FINISHES; REPLACEMENT OF WINDOWS, BALCONY BALUSTRADES INCLUDING INSTALLATION OF DIVISION SCREENS AND RAILINGS; AND ASSOCIATED MINOR WORKS. Grant Permission subject to Conditions 30-12-2014.

15/P4305 - ERECTION OF 90 x RESIDENTIAL UNITS (CLASS C3), INVOLVING THE DEMOLITION OF 24 EXISTING RESIDENTIAL UNITS, ALTERATIONS TO THE ELEVATIONS OF RETAINED PROPERTIES AND THE CONSTRUCTION OF NEW ESTATE ACCESS ROAD WITH ASSOCIATED PARKING COURTS AND CAR/CYCLE SPACES (CAR PARKING TO BE INCREASED FROM 310 SPACES TO 499 SPACES). NEW LANDSCAPING AND THE PROVISION OF WASTE STORAGE FACILITIES. Grant Permission Subject to Section 106 Obligation or any other enabling agreement. 20-11-2017

5. CONSULTATION

5.1 Press Notice, Standard 21-day site notice procedure and individual letters to neighbouring occupiers. Representations have been received from 43 address points, raising objection on the following grounds:

- Concerns regarding increased fly-tipping, vermin as bags of rubbish would be left around the bin stores when they become full.
- There is already a problem with fly-tipping and vermin and this proposal will worsen it, as it will send a signal that this is an acceptable place to leave rubbish.
- Visual impact of bin stores (ugly, unsightly and visually overwhelming). Bin stores should be discreetly cited, not displayed prominently.
- Visual impact is akin to a supermarket car park.
- The original character of the estate would be destroyed.
- The bins will be a target for graffiti
- Concerns that bins would not be maintained, emptied and cleaned regularly. Consequently, they will be centres of smells and offensive odours.
- Loss of outlook for residents.
- Bins should be cited further away from houses
- Noise disturbance from 24/7 use of the bin stores.
- The present refuse storage and collection system works perfectly well.
- Loss of valuable green space, mature trees and wildlife.
- Loss of valuable parking spaces and also informal parking spaces on verges and islands which would be removed.
- Suggestion that if the Council contractors have a problem getting round the corners of the various Closes that they use smaller vehicles so that the new bin stores are not necessary.

- Vehicular access will become more difficult with cars parked informally on the estate due to the lack of parking spaces.
- Devaluing of nearby residential properties
- Adverse impact on mental health and well-being
- Communal rubbish scheme was previously trialled at Shropshire Close and was removed as it did not work and resulted in fly-tipping.
- Similar bin stores have already been introduced on the Eastfields estate where these issues have ensued.
- Elderly and/or disabled people will struggle getting rubbish to the communal bins. Query whether an Equality Impact Assessment has been carried out?
- Bins would be difficult to access in icy weather carrying bags of rubbish.
- The majority of residents in the borough receive personal kerbside collection, why are we being treated differently?
- Recently a wooden enclosure has been erected around the bin store area in Shropshire Close- - it is being maintained and serviced far more regularly than would be possible for all the bin stores proposed (sometimes twice a day). This seems to be an attempt to disguise the failure of the Shropshire Close communal bin store experiment whilst the planning application is being considered. (Fly tipping continues to be a problem at Shropshire Close despite the recently erected enclosure and additional collections).
- Suggestion that stores be renovated and integral to the residential buildings with an access key given to each resident.
- If the application is approved there should be a reduction in Council Tax as residents will no longer benefit from rubbish being collected from their individual property.

5.2 A further objection was received following the submission of amended plans, objecting on the following additional grounds:

- Moat has not tried to reduce flytipping – secret cameras could be installed.

5.3 Steven Hammond MP asking that the views of his constituent is taken into account.

5.4 Siobhain McDonagh MP asking that the views of her constituents are taken into account.

5.5 In support of the application, the planning agent has set out the following:

Our application has considered the following factors:

- Due to the layout of the estate the bins located at the kerbside are sometimes difficult for the Waste collection service to make a collection.
- Many residents park their vehicles outside their properties which doesn't allow for space to the wheelie bins and hinders collection.
- Many houses have had garage conversions and are HMO's, others have enclosed porch areas reducing the frontage- this reduces the ability of houses to store rubbish within their properties until collection day.

- Having communal bins reduces the number and types of bins located outside an individual property therefore helping with the overall look of the area.
- Communal bins will help Merton Council meet their statutory recycling targets/ waste requirements.
- Communal bins will help promote social inclusion by providing equal access to convenient recycling for all residents.
- Communal bins will be collected weekly and householder bins would move to a fortnightly service, therefore by using the communal bin facility, the rubbish collection is maintained as once weekly for all property types.
- Some of the houses utilise the communal bin stores attached to the blocks- causing problems with overspill, collection/contamination /fires. Merton's proposed changes will exasperate the situation with the same number of bins for the houses for twice as long as at present and subsequent use of the bin stores for flats.

The applicant's proposed solution is a once weekly Communal for all homes.

5.6 Internal consultees:

5.7 LBM Tree and Landscape Officer:
Concerns raised in relation to loss of trees in the original submission.

Officer comment: The application has been amended and the proposal no longer results in the loss of any trees on site (whereas the original scheme proposed the loss of ten mature trees which make a valuable contribution to the character and quality of the area). Therefore, a re-planting condition would not now be necessary.

5.8 LBM Highway Officer:

No objection/comment on the plans

If required Merton can provide dropped kerbs at the applicant's expense to ease servicing of bin stores.

Any gates must not open over the public highway and any required dropped kerbs to facilitate access must be carried out by Merton Council.

(These comments are supported by the Council's Transport Planner)

5.9 LBM Waste Services:

Waste Services had worked with the applicant Moat Housing leading up to the submitted proposal. Several options were explored and the submitted proposal is deemed as the best option for the Pollards Hill Estate waste arrangement.

The submitted Design and Access Statement outlining the waste management arrangement is considered acceptable at this stage

- The submitted proposal shows that consideration has been given to the LBM Architect and New Build Guide.
- For the number of units, the proposed bin capacities are sufficient for once a week refuse and recycling collection service.

- Bin storage locations and vehicle swept path were considered and proposal is considered acceptable.

Waste services will work with developers at every stage to ensure the proposed waste arrangements are installed.

5.10 **External consultees:**

5.11 Metropolitan Police – Designing out Crime Officer:

The change in the layout and design of the bin stores from ‘refuse stores currently recessed in areas located at the rear of each block’ to the new proposed sites should be of benefit due to a greater chance of natural surveillance being provided.

The design and size of the bin stores should not provide the chance of seating and therefore the prospect of an antisocial gathering area. Also the stores and bins should be fire resistant.

There is no mention of what is to become of the existing recessed areas. These have the potential for criminal or ASB opportunities if left, and so these areas also need to be addressed.

Officer comment: The design of the bin store areas do not create opportunities for seating or loitering. The bins are of a fire resistant material. A condition is imposed to ensure that the existing bin stores are satisfactorily enclosed and ‘made good’. The agent has confirmed this is the intention and the condition will secure the relevant details.

6. POLICY CONTEXT

6.1 National Planning Policy Framework (2019)

- 2. Achieving Sustainable development
- 8. Promoting healthy and safe communities
- 11. Making effective use of land
- 12. Achieving well-designed places
- 15. Conserving and enhancing the historic environment

6.2 London Plan (2016)

- 3.5 Quality and design of housing developments
- 5.3 Sustainable design and construction
- 5.10 Urban greening
- 5.17 Waste capacity
- 6.3 Assessing effects of development on transport capacity
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public realm
- 7.6 Architecture
- 7.21 Trees and woodland

6.3 Merton Core Planning Strategy (July 2011)

- CS2 Mitcham Sub-Area
- CS11 Infrastructure
- CS13 Open Space, Nature Conservation, Leisure and Culture
- CS14 Design
- CS15 Climate Change

CS17	Waste Management
CS18	Active Transport
CS20	Parking, Servicing and Delivery

6.4 Sites and Policies Plan and Policies Map (July 2014)

DM D1	Urban design and the public realm
DM D2	Design considerations in all developments
DM O2	Nature Conservation, trees, hedges and landscape features
DM T1	Support for sustainable transport and active travel
DM T2	Transport impacts of development
DM T3	Car parking and servicing standards

6.5 Supplementary planning guidance.

London Sustainable Design and Construction - SPG 2014
 London Character and Context SPG - 2014
 Merton's Design SPG 2004
 London Borough of Merton Municipal Waste Management Strategy 2006 – 2021
 South London Waste Plan 2012
 Draft South London Waste Plan (2012-2036) (Initial consultation stage)
 LBM Waste and Recycling Storage Requirements (undated)
 Draft London Plan – Policy SI7 Reducing waste and supporting the circular economy

7. **PLANNING CONSIDERATIONS**

7.1 Key Issues for consideration

7.1.1 The key issues in the assessment of this planning application are:

- Principle of development
- Design, visual impact, open space and trees
- Impact on residential amenity
- Designing out crime considerations
- Transport and highway considerations

7.2 Principle of development

7.2.1 The National Planning Policy Framework 2019, London Plan 2016 policy 5.17 and the Council's Core Strategy policy CS17 seek to increase recycling rates and ensure that well-designed waste storage facilities, that will include recycling, are incorporated for new development where appropriate.

7.2.2 The existing bin storage on the site is problematic for a number of reasons. In terms of communal integrated bin stores:

- The spaces are not large enough to accommodate the amount of refuse required which has led to over filling and over-spill of rubbish.
- The spaces are incorporated into the structure of existing residential buildings and fires have been an on-going concern.

7.2.3 In terms of bin storage for individual dwellings across the site, the vast majority of properties do not have ample space to accommodate the containers required (180 litre wheelie bin for refuse, 180 litre wheelie bin for recycling, 55 litre recycling box and 220 litre outdoor food bin). This has

resulted in what can be informally known as 'Bin Blight' whereby a proliferation of containers create clutter within the streetscene and detract from the character and amenities of the area. Due the sheer number of bin containers and the limited space for storage, it is difficult to accommodate these in an orderly neat manner despite the efforts of a number of residents to do so.

- 7.2.4 Therefore, officers acknowledge that in order to accommodate the refuse and recycling requirements of the Council going forward, additional bin storage across the site is required.
- 7.2.5 The principle of communal bin stores is accepted by officers, as there is insufficient space to provide for bin storage for individual properties across the estate.
- 7.2.6 A robust form of communal bin storage is, therefore, considered appropriate. However, unless communal bin storage is intensively monitored and regularly kept clean, it can be subject to waste spills and attract additional small-scale dumping / fly-tipping and vermin with negative visual amenity impacts. Therefore, the success of the scheme would depend heavily on rigorous management and maintenance.
- 7.2.7 The proposal is considered to be acceptable in principle subject to compliance with other Development Management policies.
- 7.2.8 The key issues will be the impact on the amenities of residents, the visual impact of the proposed bin stores (including encroachment into green space and loss of trees), designing out crime/Secure by Design considerations, access considerations and parking/highway considerations.

7.3 Design, visual impact, open space and trees

- 7.3.1 The National Planning Policy Framework (NPPF) states that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. London-wide planning policy advice in relation to design is found in the London Plan (2016), in Policy 7.4 - Local Character and 7.6 - Architecture. These policies state that Local Authorities should seek to ensure that developments promote high quality inclusive design, enhance the public realm, and seek to ensure that development promotes world class architecture and design.
- 7.3.2 Policy DM D2 seeks to ensure a high quality of design in all development, which relates positively and appropriately to the siting, rhythm, scale, density, proportions, height, materials and massing of surrounding buildings and existing street patterns, historic context, urban layout and landscape features of the surrounding area. Core Planning Policy CS14 supports this SPP Policy.
- 7.3.3 It is noted that the opportunities for siting the proposed bin stores are restricted in terms of distances to dwellings and availability of space to accommodate the bin stores. Therefore, it is primarily the end of parking bays, some areas in the middle of parking bays and areas on green space which are identified for bin stores.
- 7.3.4 In general design and appearance terms, the bin stores proposed are considered to be acceptable. The bins would be substantial and would

stand at 1.85m in height, however, they would be spaced out around the estate, largely in areas already used for parking.

- 7.3.5 The bin stores would appear prominent in the streetscene, however, as a matter of judgement any limited visual intrusion is considered to be outweighed by the need for robust bin storage around the estate and the benefits derived from this to numerous residents.
- 7.3.6 Some of the proposed bin stores would be located on green space around the site. This space is not formally classified or given any policy protection under the Council's Sites and Policies Plan and comprises incidental open space that does not serve any formal recreational purpose. However, notwithstanding that, these spaces interspersed within the estate provide some visual relief and greening.
- 7.3.7 The limitations in terms of options for siting the bin stores are noted, given the need to be close to residential properties. It is noted that the applicant has made efforts to re-design the proposed layout to ensure that the mature trees within the car park areas are not lost.
- 7.3.8 Officers acknowledge that the proposals would alter the character of the area. However, on balance, the benefit of providing the bin stores and providing a refuse strategy for the estate is considered to outweigh any harm that may be considered to arise.
- 7.3.9 It is also of note that the site currently experiences fly-tipping and that the bin stores are intended to reduce the occurrences of this, which would improve the character of the area. In order to ensure good practice in terms of the use of the bin stores, it is important to have clear signage and sufficient storage space. With no clear signage or instructions communal bin stores can be susceptible to mis-use and contamination of recycling streams.
- 7.3.10 The current proposal has been planned to ensure that there is sufficient space for residents' requirements along with clear indications for the use of the bins and therefore, subject to proper on-going maintenance, there is no reason to indicate that the bin stores would suffer from mis-use or overflowing bins (as has been the case with the limited and more sporadic communal bin storage on the site currently).
- 7.3.11 Whilst not detailed explicitly in the submission, the existing recesses, which have been used to accommodate bin storage have a significant deleterious effect on the quality of the estate currently, with over-spilling rubbish, mismatching refuse containers and fire damage. The removal of these recessed areas will be of a benefit to the estate as a whole. This matter is intended to be dealt with by way of condition, to ensure that the recessed areas are sufficiently 'made good' and access is removed. The agent has indicated that the intention is to block off these recessed areas to prevent access and to ensure a satisfactory appearance.
- 7.3.12 The proposal is considered to strike a suitable balance between protecting the visual characteristics of the area and providing a much needed refuse strategy for the estate.
- 7.3.13 A number of issues are addressed below on 'the impact on residential amenity and environmental impact'

7.4 Impact on residential amenity and environmental impact

7.4.1 Policy DM D2 seeks to ensure that development does not adversely impact on the amenity of nearby residential properties and that the living conditions of existing and future occupiers are not unduly diminished.

7.4.2 It is noted that a number of objection letters have been received. A clear theme emerging from the objection letters is that there are significant concerns regarding the loss of the existing bin storage arrangements for individual households and a concern that the site would be subject to a much greater level of fly-tipping than it currently experiences.

7.4.3 Officers acknowledge that there are problems associated with communal bin storage as opposed to individual bin storage, due to a lack of individual responsibility for managing waste in communal waste areas.

7.4.4 In general, communal bin stores are often poorly managed. Once a bin store starts to look uncared for, people can be inclined to leave their waste either on the ground or in the wrong bins. Poorly maintained areas that smell, are contaminated by spills and generally not cleaned quickly can encourage anti-social behaviour and a lack of pride or care. It is important to maintain these areas to a high standard. It would appear that the communal bin store at Shropshire Close has not benefitted from an intensive management regime for the majority of the time it has been used.

7.4.5 The management and maintenance of the bin storage facilities will be critical in ensuring the success of the scheme.

7.4.6 The application details the position of bin stores in order to demonstrate that access is possible, however, in order to ensure that the rubbish/recycling scheme performs highly officers recommend that a pre-commencement condition to secure a Refuse and Recycling Operational Waste Plan (RROWP) to secure details of mitigation and management measures to include the following:

- Details of the frequency of collections.
- Schedule of on-going maintenance and cleaning.
- Fully accessible multi-channel communications and signage to support management and encourage desired recycling behaviours
- Contractual agreements with residents that include clear obligations on management of waste and use of facilities.
- Facilities and systems that support the collection and reporting of waste management information to help identify and address performance issues.
- Provision of communications and signage that is easily understood by different nationalities with varying proficiency in the English language.
- Contingency arrangements should be made in case the waste collector does not pick up waste, for example during the Christmas period. The estate managers should agree actual collection cycles and servicing arrangements with the waste collection authority as part of the condition discharge process.

7.4.7 In addition to effective on-going management and monitoring it will be necessary to ensure effective user engagement. Officers recommend a pre-commencement condition to secure a user engagement plan to cover the following matters:

- Users need to be clearly informed as to how to use the service that is provided. This includes what waste materials go where and how they should be presented. Instructions should be made available within the residential unit. Each time a new resident occupies a unit they should be provided with clear instructions and ideally a face to face induction. Depending on the waste management arrangements, user instructions may need to be tailored 'block by block' and include details of:
 - The location of bin store areas. (potentially including a map of the location of the bin store);
 - Materials that are accepted and not accepted in each type of bin;
 - Arrangements for depositing of any bulky waste.
 - Clear user instructions on the property website (if applicable);
 - Engagement by site management / facilities management staff.
- Details of signage in and around the container storage areas and within residential buildings. As a minimum all signs should:
 - be constructed from a durable material such as metal or rigid plastic;
 - be clear and use icons and images rather than words (English may not be the first language for some residents);
 - be appropriately located on or above waste/recycling containers, on the door of a container storage area etc.;
 - include information about food waste.

7.4.8 The layout and design of the proposed bin stores has the potential to result in a more effective refuse and recycling management system on site than currently exists. However, in order to ensure that the facility operates effectively officers recommend that details of the on-going management be secured by way of condition.

7.4.9 It is noted that there is a substantial level of objection to the proposed bin store arrangements. A large proportion of the objection letters cite concerns with the management of the bin stores and the potential for fly-tipping, vermin and other environmental issues that can be associated with communal bin storage. These concerns have been carefully considered and it is concluded that the effective management of the bin stores is critical to the success of the project. As set out above, a management program is intended to be secured by way of condition.

7.4.10 In addition, a number of residents have raised concern that they do not wish to change from individual bin storage to communal bin storage, for a variety of reasons. It is noted that a number of residents will have had the benefit of individual bin storage for a number of years and understandably do not wish to have to transport refuse from their door to a communal bin store. However, for the reasons set out by the applicant relating to the need for additional refuse/recycling receptacles, it is recognised that there is very limited opportunity for storing the required containers at each property and an estate wide approach is not objectionable in planning terms. For clarity, the applicant has confirmed that additional services will be made available for those with mobility issues (who cannot easily access the proposed communal bins), details of this will be secured by way of condition through the management program.

7.4.11 It is noted that the proposals do not include controlled access to the bin stores. Controlled access can be secured by way of condition that it ensures access to the bin

stores is by residents only. However, given the inherent difficulties in the practicalities of this arrangement, which include on-going management, provision of keys or fobs where it may not be realistic to assume that keys or codes would be reliably carried, it is considered that controlled access may not be beneficial to the effectiveness of the scheme.

7.4.12 Subject to condition, no overriding concern is raised in relation to the remainder of the proposals in terms of the impact on neighbouring amenity.

7.8 Transport, highway network, parking and sustainable travel.

7.8.1 Policy 6.1 of the London Plan (2016) states that the Mayor will support developments, which generate high levels of trips at locations with high levels of public transport accessibility and which improves the capacity and accessibility of public transport, walking and cycling. At a local level Policy CS.19 of the Core Planning Strategy states that the council will ensure that all major development demonstrates the public transport impact through transport assessments. Travel plans will also be required to accompany all major developments. Policy CS.18 promotes active transport and encourages design that provides attractive, safe, covered cycle storage, cycle parking and other facilities (such as showers, bike cages and lockers).

7.8.2 The application is accompanied by detailed vehicle swept path analysis drawings which shows that the proposed bin stores can be adequately accessed and no objection is raised in this regard.

7.8.3 The proposal would result in a significant uplift in car parking spaces across the site and whilst Transport for London guidance seeks to promote alternative modes of transport, given the very low PTAL rating of the site and the existing problems caused by overspill and informal parking across the estate, it is considered that the additional car parking spaces are warranted and justified and therefore officers raise no objection on this basis.

8. Conclusion

8.1 The requirement for recycling and food waste disposal through the Council's recent changes to refuse collection are such that the continued use of individual bin stores across the estate would exacerbate an existing problem with bin blight. Therefore, the need for a comprehensive refuse/recycling strategy is considered necessary.

8.2 It is noted that the proposals will result in a number of residents who currently have individual bin storage, to lose this benefit and be required to use the communal bins. However, it is noted that additional assistance will be provided for those with mobility issues.

8.3 The overall benefit to the appearance and function of the estate, along with the actual benefits of increasing recycling rates are such that on balance, officers recommend that permission be granted. Given the degree to which Moat Housing can manage communal facilities such as this across the wider estate the application of suitable safeguarding conditions relating to the management of the bin stores is considered to be pragmatic and enforceable.

Grant planning permission subject to the following conditions:

1. Time limit
2. Approved Plans
3. H04 Provision of Vehicle Parking including geo-grid installation
4. Non Standard Condition – Management program for use of bin stores (including collection timetables, maintenance, cleaning, assistance for those with limited mobility and signage etc.)
5. H14 Doors/Gates – not to open over highway land
6. Non Standard Condition – Scheme to make good existing recessed bin stores
7. D11 Construction Times

Informative: LBM Highways to carry out dropped kerb works.

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