3. PLANNING POLICY FRAMEWORK

3.1 The policy context to the guidance in this SPD is summarised in this section which covers the policy areas of relevance at the Borough (Unitary Development Plan), London wide and National level. Figure 3.1 is an extract from the Proposals Map which shows the UDP Planning Policy Designations of relating to the Orchard Hill site.

3.2 The development plan for the area is the London Borough of Sutton’s Unitary Development Plan (2003). Regional guidance comes from the London Plan (2004) and relevant Government Guidance is provided in the form of Planning Policy Guidance and Statements (PPGs and PPSs) which set out the Government’s national policies on various aspects of land use and spatial planning.

3.3 The Local Development Scheme for Sutton sets out the documents that Sutton Council will produce as part of the Local Development Framework (LDF). The Council has undertaken consultation on the ‘Issues and Options’ stage of its LDF Core Strategy, and consultation on the ‘Preferred Options’ is due to start during November 2007. Until the LDF replaces the UDP, the UDP will to be used by the Council, along with the Mayor’s London Plan, to determine planning applications.

3.4 Due to the extent of policies, which are of relevance, a schedule of policies is provided below. The rest of the chapter then considers key topic areas relevant to Orchard Hill.

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**National Planning Guidance and Statements**


**The London Plan, 2004 and Draft Further Alterations to the London Plan, 2006**

- Living in London: 3A.1-3A.4 inclusive, 3A.6, 3A.7, 3A.8, 3A.15, 3A.17, 3A.21, 3A.22.
- Improving London’s Open Environment: 3D.7-3D.10 inclusive, 3D.12, 3D.13.

**Further alterations**

- New policy 4A.5i Decentralised Energy, Cooling and Power
- New Policy 4A.7 and 4A.8 Renewable Energy
- Housing SPD
- Biodiversity Action Plan

**LBS Unitary Development Plan, 2003**

- General Policies: G/SD1-8 inclusive,
- Open Environment: G/OE1, G/OE3, G/OE4, G/OE5, G/OE6, OE1-3 inclusive, OE6-8 inclusive, OE7, OE8, OE13, OE17, OE19, OE20, OE22-31 inclusive.
- Built Environment: G/BE1-G/BE3 inclusive. BE1-BE14 inclusive, BE17, BE18, BE32.
- Housing: G/HSG1-6 inclusive, HSG1, HSG2, HSG9-11.
- Community and Leisure Facilities: G/CL1-5 inclusive, CL6, CL7, CL17, CL18.
- Transport: G/TR1, G/TR2, G/TR4, G/TR5, G/TR6, G/TR8, G/TR9, TR1, TR3, TR8, TR12, TR13, TR18-23 inclusive, TR28-32 inclusive.
- Implementation and Monitoring: IMP1-4 inclusive, IMP6
Green Belt

3.5 The entire site is located in the Green Belt where inappropriate development is strongly resisted at the National (PPG2), London Plan (Policy 3D.8) and Borough level (Policy G/OE1).

3.6 Annex C of PPG2 says that if a major developed site in the green belt is specifically identified in an adopted local plan or UDP, redevelopment does not in principle represent inappropriate development.

3.7 In paragraph C4 redevelopment in the Green Belt is specifically dealt with:

“Whether they are redundant or in continuous use the complete or partial redevelopment of major developed sites may offer the opportunity for environmental improvements without adding to their impact on the openness of the green belt and the purposes of including land within it. Where this is the case, local planning authorities may in their development plans identify the site, setting out a policy for its future redevelopment. They should consider preparing a site brief.

Redevelopment should:

a) Have no greater impact than the existing development on the openness of the green belt and the purposes of land in it, and where possible have less;

b) Contribute to the achievement of the objectives of the use of land in green belts;

c) Not exceed the height of the existing buildings; and

d) Not occupy a larger area of the site than the existing buildings (unless this would achieve a reduction in height which would benefit visual amenity).”

3.8 Paragraph C5 states appropriate levels of replacement floorspace for the redevelopment proposals in the green belt (dealt with in point ‘d’ above):

“The relevant area for the purposes of (d) is the aggregate ground floor area of the existing buildings (the footprint), excluding temporary buildings, open spaces with direct external access between the wings of a building, and areas of hardstanding.”

3.9 At the Borough level, UDP Policy OE1 defines acceptable uses in the Green Belt as including:

“The provision of essential facilities for outdoor sport and recreation, for cemeteries, or for other uses of land which preserve the openness of the green belt and which do not conflict with the purposes of including land within it.”

LBS Supplementary Planning Documents (SPDs)

- Affordable Housing SPD 2006
- Design of Residential Extensions SPD 2006
- Planning Obligations SPD March 2007
- Car Clubs SPD (Draft SPD)
- Draft Urban Design SPD
3.10 The rationale for redeveloping Orchard Hill is provided in UDP Policy OE6, Major Developed Sites within the Green Belt in the London Borough of Sutton UDP as follows:

“The Council has designated the Orchard Hill Site as a Major Developed Site (as shown on the Proposals Map). Redevelopment of the site will be permitted, provided that proposals:

(i) do not extend further into the green belt than the southernmost limit of the new residential development on the redundant children’s hospital site to the east or the new development on the former MRC site to the west;

(ii) do not have an adverse impact on the site of importance for nature conservation or on features of significance for nature conservation;

(iii) do not have a greater impact than the existing development on the openness of the green belt and where possible have less;

(iv) do not exceed the height of the existing buildings;

(v) contribute to the achievement of the objectives for the use of land in the green belt.”

3.11 The UDP includes a second policy relating to Orchard Hill which deals with infilling of Major Developed Sites in Continuing Use (Policy OE7). Due to the change of use proposed at Orchard Hill this policy is not considered to be of direct relevance to the SPD.

Community and Education

3.12 The UDP contains a range of relevant policies including Policy G/CL1, CL2, CL3, CL6 which provide guidance on provision of community facilities, services and education. The policies encourage further provision to be provided in areas which have particular need and for facilities to keep pace with local increases in demand.

Housing

3.13 PPS3 emphasises the Government’s objectives for new housing to be built within sustainable and mixed communities, and making efficient use of land.

3.14 UDP Policy HSG1 seeks to address the environmental impact of housing, including the character and appearance of existing residential areas and using land efficiently.

Density

3.15 Policy on appropriate levels of housing density is driven by the Policy 4B.3 in the London Plan which seeks to maximise the Potential of Sites:

“The Mayor will, and boroughs should, ensure that development proposals achieve the highest possible intensity of use compatible with local context, the design principles in Policy 4B.1 (Design Principles for a Compact City) and with public transport capacity. Boroughs should develop residential and commercial density policies in their UDPs in line with this policy and adopt the residential density ranges set out in Table 4B.1.”

3.16 Table 4B.1 classifies the location of Orchard Hill as a ‘Currently Remote Site’ due to its low Public Transport Accessibility Level of 1A. An appropriate range of housing density is therefore considered to be 30 and 50 units per hectare (u/ha), or 150-200 habitable rooms per hectare (hr/h).

3.17 UDP Policy HSG2, Intensity of Development, sets a minimum housing density of 30 dph across the Borough.

Housing Mix

3.18 Policy HSG11 states that development proposals for new dwellings should seek to achieve a balance in the mix of housing types and sizes. This applies to proposals for developments on sites over 0.8ha or accommodating more than 20 units.
Affordable Housing

3.19 The requirements for affordable housing provision in LB Sutton are set out in Supplementary Planning Document 3, Affordable Housing. In accordance with UDP policy HSG9, affordable housing provision is proposed on sites

"capable of achieving 20 units or more, or on sites that are 0.8 ha or greater."

3.20 The Borough has an overall target of achieving at least 40% affordable housing (para 6.3). Seventy percent (70%) of the provision should be socially rented and 30% should be intermediate housing (para 8.4). This provision should normally be expressed in terms of the number of units.

3.21 This target is lower than the target of 50% established in the London Plan. The Affordable Housing SPD states

"the maximum reasonable amount of affordable housing in negotiations for individual schemes will be sought by the council. The council will have regard to its affordable housing target, the suitability of the site for different forms of affordable housing provision and the economic of site provision."

3.22 The Affordable Housing SPD expects affordable housing to be indistinguishable from market housing and encourages it to be spread across the whole development rather than being concentrated in one area (para 13.1). Parking for social housing should be distributed within the scheme on a pro-rata basis.

Design

3.23 The London Plan Further Alterations, Sustainable Design and Construction contains more stringent and demanding policies regarding new development. Policy 4A.2i states that “Boroughs should ensure that future developments meet the highest standards of sustainable design and construction and reflect this principle”.

In Development Plan Document policies. This includes supplying energy efficiently and incorporating decentralised energy systems and using renewable energy where possible.

3.24 Proposals should also satisfy the Lifetime Home Standards and 10% wheelchair accessible in accordance with London Plan Policy 3A.4.

3.25 The UDP contains a number of policies relating to urban design including:

- Policy BE1 – Good Urban Design;
- Policy BE4 – Building Relationships;
- Policy BE6 – Design of Public Realm;
- Policy BE12 – Landscape Provision in New Development;
- Policy BE14 – Residential Quality in Sustainable Locations.

3.26 Draft Urban Design Guidance including design principles and detail is provided at the Borough level in Supplementary Planning Document 7, Creating Locally Distinctive Places, which was approved by the Council for public consultation and development control purposes in December 2006.

3.27 In summary, national, London-wide and Borough level best practice and guidance provides number key principles relevant to Orchard Hill. These are enshrined in LBS draft Urban Design Guide SPD and are consistent with guidance which is provided at the national and London-wide level:

- Building on Local Character;
- Creating Safe and Attractive Building Layout;
- Creating vibrant, attractive and accessible public places;
- Creating easier movement – promoting accessibility and permeability;
- Creating a sense of welcome – promoting legibility;
- Sustainability / Building for the future.
Street Design / Layout

3.28 Manual for Streets (CLG, DfT), 2007 provides technical guidance and best practice focusing mainly on residential streets. It introduces a ‘user hierarchy’ which places pedestrians at the top above vehicles. The Manual develops street character types based on location specific basis.

Views and Landscape Impact

3.29 Three significant Borough views are of relevance to Orchard Hill as defined in the UDP Policy BE11. Policy BE11 states that

“the council will resist development which would obstruct or detract from identified significant local views within the Borough.”

- View number 4. “From the Little Woodcote Green Belt (Queen Mary’s Hospital/Orchard Hill Site) towards Carshalton Beeches, Oaks Park and Little Woodcote.”

- View number 5. “From the Little Woodcote Green Belt (former MRC site) towards Carshalton Beeches.”

- View number 6: “From the Little Woodcote Green Belt (junction of Upper Pillory Downs and Grove Lane) of Harrow/Central London/Canary Wharf Tower/Telecom Tower.”

3.30 Further policies of relevance are:

- Policy G/OE6 – Open Landscape which seeks to protect and enhance the natural beauty and amenity value of open landscape in the Borough.


Open Space and Green Chains

3.31 National, London-wide and Borough policy protect and enhance local open space and advocate establishing green chains which connect series of open spaces together.

Open Space

3.32 The SPD boundary includes a designated area of local open space to the south east which is subject to Policies G/OE4 (Local Open Space) and OE18 (Loss of Local Open Space). Policy OE18 states “The council will resist proposals for built development which involve the loss of public open space or urban green space”.

Green Chains

3.33 Under UDP Policy G/OE3 (Green Chains) the council will safeguard and seek to enhance Metropolitan Green Chains within the borough and improve public access for walking and cycling. Furthermore, transport Policy TR27 states “the council will develop the borough cycle network by providing signed cycle routes and other cycle facilities”.

Nature Conservation

3.34 UDP Policy G/OE5 - Nature conservation and Important Landscape Features seeks to enhance the ecology and ‘green’ character of the Borough including landscape areas, trees and habitats.

3.35 UDP Policy OE22 opposes development within adjacent Sites of Importance for Nature Conservation (SINCs) unless there would be no significant damaging impact on the nature conservation value or integrity of the site.
Archaeology / Built Heritage

3.36 Within the SPD boundary is a Scheduled Ancient Monument (SAM) which is protected under the Ancient Monuments and Archaeological Areas Act 1979.

3.37 Furthermore, the site is located in an Archaeological Priority Area (UDP Policy BE40) which means that preliminary archaeological field evaluations will need to be undertaken prior to development proposals being considered.

Transport

3.38 Transport policy is provided at detail at the national, London-wide and local policy level. PPG13 has a number of key objectives including the integration of planning and transport at the national, regional, strategic and local level, with a view to:

- Promoting more sustainable transport choices for both people and moving freight;
- Promoting accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- Reducing the need to travel, especially by car.

3.39 At the Borough level Policies G/TR4-G/TR9 provide policy advice relevant to Orchard Hill covering a range of issues including parking, transport impact, public transport, pedestrians and cyclists and traffic in residential areas.

3.40 The following UDP policies provide a greater detail of policy advice:

- TR12 – Parking Provision for New Development
- TR13 – New Development and On-Street Parking
- TR18 – New Development and Transport
- TR20 – New Development and Public Transport Accessibility
- TR21 – Roads in New Residential Development
- TR23 - Bus Services, which encourages schemes which aim to improve the operation and increase the use of bus services
- TR29 – Improvements for Pedestrians and Cyclists

3.41 UDP policy dictates that non car modes of transport should be given priority over vehicles, that parking provision in new development should be restrained and that bus, cycle and pedestrian provision should be prioritised over private vehicles.

Parking

3.42 Parking standards are laid out in Appendix 7 of the Sutton UDP. As new development, the development proposals are expected to satisfy the adopted car parking standards for the new development (CP1).

3.43 Table 7.7 states the car parking standard for schools as being 4 spaces per 5 staff. It also states that “provision may be required for school transport and that consideration should also be made for adequate setting down areas and visitor spaces where appropriate.”

3.44 Table 7.9 states car parking standards for residential uses. A maximum standard of 1 space is permitted for houses and flats up to and including 4 habitable rooms (except where 3+bedrooms).

3.45 A maximum standard of 2 spaces per dwelling are permitted for a dwelling house / flat with 5 habitable rooms (or 3+bedrooms).

3.46 Car clubs are also promoted under the correct conditions by the LBS. The Car Clubs SPD (consultation draft) provides guidance on their appropriate use and their relationship to parking standards.