

PLANNING APPLICATIONS COMMITTEE 23rd AUGUST 2018

<u>APPLICATION NO.</u>	<u>DATE VALID</u>
15/P3293	04/08/2015
Address/Site:	Rose Court, 34 Woodside, Wimbledon, SW19 7AN
Ward	Hillside
Proposal:	Demolition of existing block of flats and erection of replacement 5 storey block of flats comprising 9 self-contained flats (3 x 1 bed, 5 x 2 bed & 1 x 3 bed)
Drawing Nos:	HAW.159.43a, 44a, 47a, 48a, 50a, 51a, 52a, 53a, 54a & 0126_e001(RevB)
Contact Officer:	David Gardener (0208 545 3115)

RECOMMENDATION

GRANT Planning Permission Subject to Conditions and S106 Agreement

CHECKLIST INFORMATION

- Heads of agreement: Permit free
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice: No
- Site notice: Yes
- Design Review Panel consulted: No
- Number of neighbours consulted: 78
- External consultations: None

1. INTRODUCTION

- 1.1 The application has been brought before the Planning Applications Committee due to the number of objections received.

2. SITE AND SURROUNDINGS

- 2.1 The application site is a 1960's four-storey building, located on the southeast side of Woodside at its junction with Springfield Road.

- 2.2 The adjoining properties along Woodside are characterised by a mixture of terrace, semi-detached and detached houses. Park Court and Springfield Court are positioned to the western side of the site, and are contemporary in terms of their design. Springfield Road is mainly characterised by semi-detached Victorian properties.
- 2.3 There are currently eleven flats within the building: 1 x studio flat, 1 x two bedroom, and 9 x one-bedroom flats.
- 2.4 The site is not located in a Conservation Area. The site has excellent public transport accessibility (PTAL 6a) and is also located in a controlled parking zone (zone 2F).

3. CURRENT PROPOSAL

- 3.1 The proposal is to demolish the existing 4 storey block of flats and erect a replacement 5 storey block of flats comprising 9 self-contained units (3 x 1 bed, 5 x 2 bed & 1 x 3 bed).
- 3.2 The proposed building has been fundamentally re-designed from when it was originally submitted in 2015. The original application proposed a brick construction at ground to 3rd floor level with the front part of the 4th floor also brick. The top floor as well as part of the rear part of the 4th floor would be glazed. The building would have featured a flat roof with splayed windows on its Springfield Road elevation. The latest design is brick built at all levels and features gabled slate roofs on both its Woodside and Springfield Road elevations. A turret feature is located on the front corner of the building.
- 3.3 All of the flats would have access to a 5sqm minimum private terrace or balcony. Secure cycle storage and bin storage is located at the rear of the building. No off-street car parking would be provided.

4. PLANNING HISTORY

The following planning history is relevant:

- 4.1 WIM5346 - Erection of 3 storey block of 8 flats and 6 garages. Granted, 29/10/1960.
- 4.2 WIM6190 - Erection of 4 storey block of 9 flats and 6 garages. Granted, 03/04/1962.
- 4.3 94/P1042 - Conversion of existing two bedroomed self contained flat and 9 no. self contained studio units to provide 5 no. two bedroomed self contained units and 4 no. one bedroomed self contained units involving the erection of a mansard roof extension, the erection of balconies, window alterations and the general refurbishment of the existing building. (renewal of previous permission 89/P0791). Granted, 24/03/1995.

- 4.4 97/P0249 - Alterations to existing block of flats including the formation of one additional flat within a roof extension and erection of 2 garages and bike store at rear (modification to previous planning permission dated 02/11/89 Ref:89/P0791 renewed 24/03/95 Ref:94/P1042). Granted, 21/11/1997.
- 4.5 01/P1922 - Alterations and extensions to the building: a rear extension at ground, first, second and third floors to provide two maisonettes; a roof extension to provide two additional flats and alterations to the car parking at the rear. Refused, 02/01/2002.
- 4.6 02/P0701 - Alterations and extensions to the building: a rear extension at ground, first, second and third floors to enlarge existing flats, and a roof extension to provide two additional flats with alterations to the car parking area. Granted, 01/07/2003.
- 4.7 08/P3125 - Refurbishment & extensions to existing four-storey building, including remodelling of elevations and the construction of 2 x flats at roof level, 2 x flats within a three-storey side extension, removal of one ground-floor flat and existing garage and the re-landscaping of front garden. Refused, 06/02/2009, for the following reason:
- “ The proposed development by reason of its height and bulk would be unduly dominant and unneighbourly and detract from the character of the area and the amenities of local residents. The development would therefore be contrary to policies BE.15, BE.22 and BE.23 of the Adopted Merton Unitary Development Plan (October 2003).”
- 4.8 09/P1196 - Refurbishment & extensions to existing four-storey building, including, the provisions of two new flats at roof level within a lightweight steel and glass structure, removing the existing garage structure and one of the existing ground floor flats, extending the existing building envelope to create better accommodation, re-landscaping of the surrounding gardens, including the provision of three new trees. Withdrawn on 10/05/2012, however, prior to its withdrawal there was a resolution to grant planning permission (subject to completion of S106 agreement).
- 4.9 13/P0258 - Refurbishment & extensions to existing four-storey building, including, the provisions of two new flats at roof level within a lightweight steel and glass structure, removing the existing garage structure and one of the existing ground floor flats, extending the existing building envelope to create better accommodation, re-landscaping of the surrounding gardens, including the provision of three new trees. Granted subject to S106 Agreement - 28/07/2016

5. POLICY CONTEXT

- 5.1 Adopted Merton Sites and Policies Plan and Policies Maps (July 2014): DM D1 (Urban design and the public realm), DM D2 (Design considerations in all developments), DM D3 (Alterations and extensions to existing buildings), DM H2 (Housing Mix), 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)

- 5.2 Adopted Core Strategy (July 2011):
CS.8 (Housing Choice), CS.9 (Housing Provision), CS.14 (Design), CS.15 (Climate Change), CS.18 (Active Transport), CS.19 (Public Transport), CS.20 (Parking, Servicing and Delivery)
- 5.3 London Plan March 2015 (March 2016):
3.5 (Quality and Design of Housing Development), 5.2 (Minimising carbon dioxide emissions), 5.3 (Sustainable Design and Construction), 5.9 (Overheating and cooling), 6.3 (Assessing effects of development on transport capacity), 6.13 (Parking), 7.2 (An inclusive environment), 7.4 (Local character), 7.6 (Architecture)
- 5.4 Mayor of London Housing Supplementary Planning Guidance (March 2016)
- 5.5 Department for Communities and Local Government 'Technical housing standards – nationally described space standard'
- 5.6 National Planning Policy Framework (NPPF)

6. CONSULTATION

- 6.1 The application was originally publicised by means of a site notice and individual letters to occupiers of neighbouring properties. In response, 7 letters of objection were received. The letters of objection were on the following grounds:
 - Lack of affordable flats
 - Impact on existing tenants forced to move out
 - No off-street parking which could lead to increased demand for on-street parking
 - Disruption from building work
- 6.2 Following the re-design of the building a further re-consultation was undertaken in May/June 2018. In response 6 further objections were received on the following grounds:
 - Loss of affordable housing
 - Visually intrusive and imposing structure which will overlook surrounding properties
 - Loss of existing off-street parking spaces and impact that this will have on on-street parking
 - Loss of mature trees
 - Disruption and noise during build
 - Sunlight/daylight loss and loss of view
- 6.3 Future Merton - Transport Planning

6.3.1 No objections

7. PLANNING CONSIDERATIONS

7.1 Principle of Development

7.2 The proposal would result in the provision of 9 self-contained residential units (1 x 3 bed, 5 x 2 bed & 1 x 3 bed). Although this would result in a net reduction of two units this would not warrant a refusal of the application in this instance. The current building comprises 11 self-contained residential units of 1 x studio, 9 x one bedroom and 1 x 2 bedroom. Therefore the building can accommodate approx. 23 occupants assuming the one bedroom flats can accommodate 2 occupants each and the two bedroom flat, 4 occupants. Although the proposed building would have two fewer flats they would on average be significantly larger with 3 units being one bedroom (2 person), 5 units being two bedroom (4 person) and one unit being 3 bedroom (5 person). Therefore the building could accommodate approx. 31 occupants, a potential net increase of 8 occupants. In addition, the building would provide a three bedroom unit. Policy CS.8 of the core planning strategy supports the provision of three bedroom family sized units stating that Merton's 2010 Strategic Housing Market Assessment Study (Merton SHMA) has identified that there is a need for more housing types and sizes throughout the borough and that assessment of historical provision to date in the borough indicates a disproportionately greater delivery of smaller housing units of 1 to 2 bedrooms. The principle of development is therefore considered to be acceptable.

7.3 Visual amenity

7.4 Policy DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that proposals for development will be required to relate positively and appropriately to the siting, rhythm, scale, density, proportions, height, materials and massing of surrounding buildings, whilst using appropriate architectural forms, language, detailing and materials which complement and enhance the character of the wider setting.

7.5 The application has been amended on officer advice and is now considered to be a high quality design that responds well to both the topography of the site and architectural styles of surrounding buildings. The massing, scale and height of the building are considered acceptable with the building responding well to the sloping site, stepping down with the gradient. This is achieved by having different levels for each half of the building. The roof is also considered to respond well to the skyline with the use of a mansard style roof with gables addressing both the Woodside and Springfield Road elevations. The use of slate roof tiles would further harmonise with the prevailing character of the local area.

7.6 In terms of siting the building, it would sit slightly forward of the main elevations of adjoining properties along Woodside and Springfield Road. This

is due to the site constraints and the fact that this is a corner site and as such the building can be considered more of a landmark feature, rather than as part of the uniform terraces either side. This is therefore considered to be acceptable. The building also successfully turns the corner with attention being drawn to the corner architecturally with a circular bay. This creates visual interest when the building is viewed from this corner.

- 7.7 It is also considered that the proposed building is high quality in terms of the detail of its facades with both the Woodside and Springfield Road elevations featuring square bay windows with gable roofs addressing the street. This gives the façade a high quality feel due to the depth which the bays create whilst the gables relate to the gabled roofs of surrounding properties albeit with a more contemporary interpretation, which is considered to be successful in this instance. Overall, it is considered that the proposal would result in a high quality development and as such complies with all the relevant design planning policies.

7.7 Residential Amenity

- 7.8 Policy DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that proposals for development will be required to ensure provision of appropriate levels of sunlight and daylight, quality of living conditions, amenity space and privacy, to both proposed and adjoining buildings and gardens. Development should also protect new and existing development from visual intrusion.

- 7.9 The rear elevation of the proposed building at first floor level and above would be located approximately 11.2m from the boundary the site shares with No.22 Springfield Road. It is considered that the separation distance is acceptable and would respect the openness between the building and properties along Springfield Road. It is not considered that the proposal would have an unacceptable impact on levels of daylight/sunlight at No.22 Springfield Road given the building does not project beyond the rear wall of No.22 and is located approximately 11.2m from this property. The building is also located northwest of No.22, which further reduces the loss of direct sunlight at this property. It is considered that there would also be very limited impact on privacy with the flank wall of No.22 facing the development not comprising any windows to habitable rooms. With regards to privacy, the habitable room windows facing No.22 are located towards the southeast side of the building and are located 11.2m from the rear boundary.

- 7.10 The proposed building, at its closest would be located approximately 60cm from the side boundary with No.33 Woodside at first floor level and above, before it steps in another 2.4m from the side boundary. It should be noted that the part that is located closest to No.33 only projects 2.35m beyond the rear wall of No.33 at first floor level and above which is considered acceptable in this instance given there is a minimum separation distance of 2.65m between the proposed building and No.33 at first floor level and above.

7.11 The proposed balconies are located on the Springfield Road elevation, rear and front elevations of the building. It should also be noted that no habitable room windows would be located on the buildings side elevation facing No.33 Woodside, which means there would not be an unacceptable impact in terms of overlooking or loss of privacy. There would be some increase in outlook toward properties on the west side of Springfield Road, however, in comparison to the existing flats and distance across the road, this would not be materially harmful.

7.12 Overall, it is considered that the proposal would not have a detrimental impact on the levels of amenity currently enjoyed by occupiers of surrounding properties and would accord with policies DM D2 and DM D3 Adopted Merton Sites and Policies Plan and Policies Maps (July 2014):

7.13 Standard of Accommodation

7.14 The technical housing standards – nationally described space standard (March 2015) as well as the London Plan 2015, and Table 3.3 of policy 3.5 of the London Plan (March 2016) sets out a minimum gross internal area standard for new homes. This provides the most up to date and appropriate minimum space standards for Merton. In addition, adopted policy CS.14 of the Core Strategy and DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) encourages well designed housing in the borough by ensuring that all residential development complies with the most appropriate minimum space standards and provides functional internal spaces that are fit for purpose. New residential development should safeguard the amenities of occupiers by providing appropriate levels of sunlight & daylight and privacy for occupiers of adjacent properties and for future occupiers of proposed dwellings. The living conditions of existing and future residents should not be diminished by increased noise or disturbance.

7.15 The proposed residential units all exceed national and regional standards in terms of gross internal floor size and bedroom sizes. All the flats are dual or triple aspect and all have adequate levels of light and outlook. The proposed flats all have private balconies and terraces which comply with the minimum space standards set out in policy DM D2 of the Adopted Merton Sites and Policies Plan and Policies Maps (July 2014), which requires for flatted dwellings, a minimum of 5sqm of private outdoor space should be provided for 1-2 person flatted dwellings with an extra 1sqm provided for each additional occupant.

7.16 Housing Mix

7.17 Policy DM H2 of the Adopted Merton Sites and Policies Plan and Policies Maps (July 2014) states that residential proposals will be considered favourably where they contribute to meeting the needs of different households such as families with children, single person households and older people by providing a mix of dwelling sizes, taking account of the borough level indicative proportions concerning housing mix. Therefore in assessing development proposals the council will take account of Merton's Housing

Strategy (2011-2015) borough level indicative proportions which are set out as follows:

Number of bedrooms	Percentage of units
One	33%
Two	32%
Three +	35%

7.18 It is considered that the proposal provides a good mix of properties with 3 one bedroom units (33%), 5 two bedroom units (56%) and one, three + bedroom unit (11%). It is considered that although there is an in-balance in terms 2 and 3 bedroom units it would not warrant a refusal of the application given the scheme overall is fairly well balanced. It is also considered that the two bedroom units, which are 4 person could accommodate a family.

7.19 Parking and Traffic

7.20 The application site has very good level of accessibility to public transport with a PTAL rating of 6a with the site located a short distance from a number of bus routes and Wimbledon Railway Station. The application site is also located in a Controlled Parking Zone (Zone W4) and as such is located in an area of the borough subject to high parking stress. The application would result in the loss of the existing off-street provision which includes 4 garages. Given the application would also result in a potential net increase of approx. 8 occupants it is considered that all of the proposed flats in the development should subject to a Section 106 'permit free' Agreement in accordance with policy CS.20 of the Core Strategy, which supports permit-free developments in areas within CPZ's benefiting from good access to public transport (PTAL 4 - 6), with good access to facilities and services. This would also avoid any over spill parking on the surrounding roads.

7.21 Secure cycle storage is located at the rear of the building with 15 spaces provided. This is considered to be acceptable and complies with London Plan policies, which requires 1 space per 1 bedroom unit and 2 spaces per all other dwellings.

7.22 Trees

7.23 There are 6 trees located on the site. The applicant has submitted a tree survey and arboricultural report with the application which classes three trees as Category B (Moderate Quality), 2 as Category C (Low Quality) and 1 as Category U (Unsuitable for Retention). The trees T1 to T6 (4 x Lime, 1 x Ash and 1 x Sycamore) shown on the tree survey are protected by the Merton (MER (507)) Tree Preservation Order. The arboricultural Implications Assessment recommends the removal of the Category U Sycamore Tree due to its poor condition and this is considered acceptable. A condition will be attached requiring the planting of a semi-mature tree to replace this tree. It is considered that the proposal would have a low impact on the root protection areas of the other 5 trees as the majority of the development would occur

below the existing building. However, to minimize any potential damage, precautionary manual excavation of the revised building line would be carried out to avoid any damage to tree roots.

8. ENVIRONMENTAL IMPACT ASSESSMENT

8.1 The application does not constitute Schedule 1 or Schedule 2 development. Accordingly, there are no requirements in terms of EIA submission.

9. LOCAL FINANCIAL CONSIDERATIONS

9.1 The proposal would result in a net gain in gross floor space and as such will be liable to pay a Community Infrastructure Levy (CIL).

10. SECTION 106 LEGAL AGREEMENT

10.1 Permit Free

10.1.1 The development is to be 'Permit Free' in line with policy CS.20 of the Core Planning Strategy, which seek to reduce reliance on private motor vehicles in locations with good access to public transport facilities.

10.1.2 Further information in respect of the above, including details of supplementary research carried out in justification of the S106 requirements, can be viewed here:

<http://www.merton.gov.uk/environment/planning/s106-agreements.htm>

11. CONCLUSION

11.1 It is considered that the proposed building is a high quality design that responds well to both the topography of the site and architectural styles of surrounding buildings. It is also considered that the proposal would be acceptable in terms of its impact on residential amenity and standard of accommodation. In terms of parking and traffic impact it is noted that the application site has excellent access to public transport and is in a controlled parking zone which means the flats would be 'permit free' in line with policy requirements. Overall, it is considered that the proposal would comply with all relevant planning policies and as such planning permission should be granted.

RECOMMENDATION

GRANT PLANNING PERMISSION subject to the completion of a S106 agreement covering the following heads of terms:

- 1) Permit free
- 2) Paying the Council's legal and professional costs in drafting, completing and monitoring the legal agreement.

And subject to the following conditions:

1. A.1 (Commencement of Development)
2. A.7 (Approved plans)
3. B.1 (External Materials to be Approved)
4. C.3 (Obscure Glazing (Fixed Windows))
5. C.7 (Refuse & Recycling (Implementation))
6. C.8 (No Use of Flat Roof)
7. C.9 (Balcony/Terrace (Screening))
8. D.11 (Construction Times)
9. F.1 (Landscaping/Planting Scheme)
10. F.2 (Landscaping (Implementation))
11. F.5 (Tree Protection)
12. F.8 (Site Supervision)
13. F.9 (Hardstandings)
14. H.7 (Cycle Parking to be Implemented)
15. H.13 (Construction Logistics Plan to be submitted)
16. Before the commencement of the development, details of the proposed green/brown roofs (including: species, planting density, substrate, a section drawing at scale 1:20 demonstrating the adequate depth availability for a viable green/brown; and a maintenance plan) shall be submitted to an approved in writing by the Local Planning Authority. The measures shall be implemented in accordance with the approved details and be permanently retained as such.

Reason: In order to conserve and enhance biodiversity and wildlife habitats in accordance with the provisions of policy CS.13 of Merton's Core Planning Strategy 2011.

17. No part of the development hereby approved shall be occupied until evidence has been submitted to the council confirming that the development has achieved not less than the CO2 reductions (ENE1), internal water usage (WAT1) standards equivalent to Code for Sustainable Homes Level 4. Evidence requirements are detailed in the "Schedule of Evidence Required"

for Post Construction Stage from Ene1 & Wat1 of the Code for Sustainable Homes Technical Guide (2010).

Reason: To ensure that the development achieves a high standard of sustainability and makes efficient use of resources and to comply with the following Development Plan policies for Merton: policy 5.2 of the London Plan 2016 and policy CS15 of Merton's Core Planning Strategy 2011.

18. Non-Standard Condition: No development approved by this permission shall be commenced until a detailed scheme for the provision of surface and foul water drainage has been implemented in accordance with details that have been submitted to and approved in writing by the local planning authority and in consultation with Thames Water. The drainage scheme will dispose of surface water by means of a sustainable drainage system (SuDS) in accordance with drainage hierarchy contained within the London Plan Policy (5.12, 5.13 and SPG) and the advice contained within the National SuDS Standards. Where a sustainable drainage scheme is to be provided, the submitted details shall:

- i. Provide information about the design storm period and intensity and the method employed to attenuate flows to sewer. Appropriate measures must be taken to prevent pollution of the receiving groundwater and/or surface waters;
- ii. Include a timetable for its implementation;
- iii. Provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption and any other arrangements to secure the operation of the scheme throughout its lifetime;

Reason: To reduce the risk of surface and foul water flooding to the proposed development and future users, and ensure surface water and foul flood risk does not increase offsite in accordance with Merton's policies CS16, DMF2 and the London Plan policy 5.13.

19. Detailed Construction Method Statement.
20. No part of the development hereby approved shall commence until evidence has been submitted to and approved in writing by the Local Planning Authority confirming that the development will achieve a CO2 reduction of not less than a 19% improvement on Part L Regulations 2013, and internal water usage rates of no greater than 105 litres per person per day.

Reason: To ensure that the development achieves a high standard of sustainability and makes efficient use of resources and to comply with the following Development Plan policies for Merton: policy 5.2 of the London Plan 2015 and policy CS15 of Merton's Core Planning Strategy 2011.

21. No part of the development hereby approved shall be occupied until evidence has been submitted to, and approved in writing by, the Local Planning Authority confirming that the development has achieved CO2 reductions of

not less than a 19% improvement on Part L regulations 2013, and internal water usage rates of not more than 105 litres per person per day.

Reason: To ensure that the development achieves a high standard of sustainability and makes efficient use of resources and to comply with the following Development Plan policies for Merton: policy 5.2 of the London Plan 2015 and policy CS15 of Merton's Core Planning Strategy 2011.

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