

PLANNING APPLICATIONS COMMITTEE 20 SEPTEMBER 2018

APPLICATION NO. **DATE VALID**
18/P2210 04.06.2018

Address/Site Land at 35 Coombe Lane, Raynes Park, SW20 0LA

Ward Raynes Park

Proposal: Construction of an additional floor containing two x 2 bedroomed flats on an existing residential building

Drawing Nos; Site location plan and drawings; 5016 3 19, 5016 3 20, 5016 3 21 Rev A, 5016 3 22 Rev A & 5016 3 23

Contact Officer: Leigh Harrington (020 8545 3836)

RECOMMENDATION

Grant planning permission subject to a S106 Agreement for permit free development and conditions.

CHECKLIST INFORMATION.

- Heads of agreement: Yes
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Design Review Panel consulted: No,
- Number of neighbours consulted: 117
- Press notice – No
- Site notice – Yes
- External consultations: Nil
- Archaeological Priority Zone – No
- Controlled Parking Zone - Yes
- Number of jobs created: N/A

1 INTRODUCTION

- 1.1 The application has been brought before the Committee due to the level of public interest.

2. SITE AND SURROUNDINGS

- 2.1 The 0.08 hectare site is located within the Raynes Park Town Centre, designated as a Local Centre in the Sites and Policies Plan approximately 80 metres west of the main shopping parade, and 200 metres west of Raynes Park Railway Station.
- 2.2 Bordering the site to the west is Milburn House, a 1930's two-storey residential development extending along the frontages of Coombe Lane and West Barnes Lane.
- 2.3 To the east of the application site is the development granted planning permission under references 08/P2116 and 09/P1564 for the provision of the Waitrose supermarket and 88 residential units (Hurricane, Spitfire and Dowding House).
- 2.4 Opposite the site, on the north side of Coombe Lane, is Cottenham Parade comprising a mix of shops and restaurants on the ground floor with residential above. On the eastern side of Durham Road is Sheffield House, a six-storey block forming part of the core-shopping parade and comprising a Co-op supermarket on the ground floor with a Travelodge hotel above.
- 2.5 The site and immediate vicinity has a medium public transport accessibility level (PTAL 3) with Raynes Park Railway Station within 5 minutes walking distance and a bus stop located almost immediately outside the site currently served by Bus Nos. 57, 131, 200 and N77.
- 2.6 The existing building on the application site is a four storey block of 14 flats which, while still under construction, is nearing completion.

3. **CURRENT PROPOSAL**

- 3.1 The proposal under consideration is for the construction of an additional floor containing two x 2 bedroomed flats on the existing building.
- 3.2 The new fourth floor will be partially set back from the footprint of the existing third floor on the Coombe Lane elevation and fully set in on the other two sides, the fourth elevation abutting Hurricane House. Both units would have two bedrooms one large double and one large single and Unit 15 would have two separate outdoor amenity spaces whilst Unit 16 would have a large single outdoor terrace.
- 3.3 The roof above the two units would be fitted with two rows of PV panels and would house the lift overrun. The exterior would be finished in a shade of light grey cladding panel in order to give it a lighter appearance and a 'top' to the overall building and the fenestration would be the same Dark Grey aluminium frames.

4. PLANNING HISTORY

- 4.2 2004 - 04/P1069 - demolition of the existing buildings on the site and the development of a residential building (C3 use) to provide 26 dwellings, a new service road, ancillary cycle parking and service area, and a new transformer chamber. Permission refused for the following reasons:

(1) The proposal because of its size, its incongruous nature in Raynes Park and its lack of sufficient architectural quality is contrary to policies BE.16(i), BE20(i), (ii), (iii), (iv) and (vi) and BE.22(i) and (ii).

(2) Excessive density contrary to policy HP.4.

(3) Provides no car parking, contrary to policy PK2 and schedule 6 of the Unitary Development Plan leading to on-street car parking contrary to policy PK.3 and/or use of public car parks contrary to the Council's management plan outlined in policy PK.4 and does not meet the car parking standards for car free development in policy PK.6.

(4) Contains inadequate amenity space contrary to policy HS.1 and the distance the site is from public open space makes compensatory provision inadequate in these circumstances.

(5) In respect of PPG 3, paragraph 60, Council is of the view that potential occupiers might want more than no car parking on the site and that there would be a need for off-street parking given the merely good public transport links that Raynes Park has.

- 4.3 2005 - 04/P2719 - Permission granted for the demolition of existing buildings on the site and the development of a residential building (C3 use) to provide 14 dwellings, amenity space, including a roof terrace, a new service road, 5 parking spaces, ancillary cycle parking and service area with a bin store, and a new transformer chamber.
- 4.4 2010 - permission granted to extend the time limit for implementing the previously approved development for the demolition of existing buildings on site and the development of a residential building (C3 use) to provide 14 dwellings, amenity space, including a roof terrace, a new service road, ancillary cycle parking and service area with a bin store, and a new transformer chamber (ref 04/P2719).
- 4.5 2013 - 13/P0886 - approval to discharge of conditions attached to LBM planning permission 10/P0367 (dated 17/05/2010) relating to the extension of time limit for implementing the previously approved development for the demolition of existing buildings on site and the development of a residential building (c3 use) to provide 14 dwellings, amenity space, including a roof terrace, a new service road, ancillary cycle parking and service area with a bin store, and a new transformer chamber (ref 04/P2719).
- 4.6 2013 - 13/P1176 - non-material amendment approved to the planning permission under reference 10/P0367 (dated 17/05/2010) to add a new

planning condition requiring the development to be carried out in accordance with the approved plans.

- 4.7 2014 - 14/P1921 - minor material amendment approved [variation of the condition listing approved plans] to the development previously granted planning permission (reference 10/P0367 dated 17/05/2010) including an increase in the height of the approved building, increasing the floor space provided at third floor level, internal layout changes and a reduction in the quantity of glazing with the original approval for the demolition of existing buildings on the site and the development of a residential building (C3 use) to provide 14 dwellings, amenity space, including a roof terrace, a new service road, ancillary cycle parking and service area with a bin store, and a new transformer chamber.

5. CONSULTATION

- 5.1 The application was advertised through the display of a site notice and individual consultation letters. As a result of this consultation letters of objection have been received from five neighbouring residents raising concerns relating to;
- The original scheme should not have been approved and why was this element not applied for then, it is circumventing the system.
 - The current building has not been built to plan and there is an aerial which was not on the plans
 - The height of the new floor will be higher than illustrated as developer has no intention of building in accordance with their original plan.
 - Plans don't include full details of terraces for Hurricane house
 - The roof of the new floor can give access to neighbouring flats with impact on security.
 - Might affect our rights of light and privacy.
 - New floor will overlook the terrace
- 5.2 The Wimbledon Society objected that;
- There appears to be no provision for affordable housing
 - The extra floor adds considerable bulk and massing and will dominate the two storey block next to it and parade of shops opposite it. It would be better if set back from Coombe lane.
 - Unhappy that the communal amenity space has been lost so that two flats can be built with very little amenity space of their own
- 5.3 Climate change officers confirmed that as this was an application for two new units, albeit to an existing building, the proposal would be 'minor' and therefore subject to the lower 19% CO₂ emissions requirement.

6 POLICY CONTEXT

- 6.1 London Plan 2016.

3.3 (Increasing housing supply), 3.4 (Optimising housing potential), 3.5 (Quality and design of housing developments), 3.8 (Housing choice), 5.1 (Climate change mitigation), 5.3 (Sustainable design and construction), 5.7 (Renewable energy), 6.9 Cycling, 7.5 (Public realm) & 7.6(Architecture).

6.2 Merton LDF Core Strategy 2011.

CS8 (Housing choice), CS 9 (Housing targets), CS 14 (Design), CS 15 (Climate change), CS 18 Active transport & CS 20 Parking, Servicing & delivery.

6.3 Merton Sites and Policies Plan 2014.

DM D1 (Urban Design and the public realm), DM D2 (Design considerations in all developments), DM D3 Alterations and extensions, DM EP 2 (Reducing and mitigating noise), DM H2 (Housing mix), DM T2 (Transport impacts of development) & DM T3 (Car parking and servicing standards).

6.4 Supplementary guidance and standards.

DCLG Technical standards 2015

London Plan Housing Supplementary Planning Guidance 201

7. PLANNING CONSIDERATIONS

7.1 The key planning considerations include assessing the principle of development and additional housing, the impact of the increase in the height and size of the building, the standard of accommodation to be provided and on the amenities of adjacent residential occupiers.

7.2 Principle

The National Planning Policy Framework 2018, London Plan 2016 policy 3.3 and the Council's Core Strategy policy CS9 all seek to increase sustainable housing provision where it can be shown that an acceptable standard of accommodation will also provide a mix of dwelling types.

7.3 Currently Policy CS. 9 within the Council's Adopted Core Strategy and policy 3.3 of the London Plan state that the Council will work with housing providers to provide a minimum of 4,107 additional homes [411 new dwellings annually] between 2015 and 2025 with the Draft London Plan seeking a significant increase in this figure. This proposal will provide two new units of accommodation and is therefore considered to accord with these policies.

7.4 Impact on the Street scene.

London Plan policies 7.4 and 7.6, Sites and Policies Plan policies DM D1 (Urban design), DM D2: (Design considerations) as well as LBM Core Strategy Policy CS14 (Design) are all policies that seek to ensure that proposals are well designed and in keeping with the character of the local area. Policy DM D3 requires that proposals such as this respect and

complement the design, form, scale, bulk and proportions of the original building.

- 7.5 The application site forms part of a streetscene that is typified by its diversity of architectural style, siting and scale of buildings including the six storey Travelodge hotel on the opposite side of the road at the junction with Amity Grove and the 5 storey Hurricane & Spitfire Houses with Waitrose at ground floor level. Whilst it is acknowledged that the increased height will further increase the height differential with Milburn House to the west of the site, the site itself, and indeed Milburn House are predominantly viewed in the context of the 5 storey height of Hurricane House which would continue to dominate the skyline. This siting context, the setting back of most of the new floor and the use of lighter exterior materials are considered to result in a proposal that would be consistent with the requirements of SPP policy DM D2 in that it would relate positively and appropriately to the scale, proportions, height, materials and massing of Hurricane House which is the predominant architectural feature of the area. The setting in design and the use of matching fenestration and light coloured cladding are all features designed to ensure that the proposal will respect and complement the design, form, scale, bulk and proportions of the original building.

7.6 Design and the standard of accommodation

London Plan policies 7.4 and 7.6, Core Strategy policy CS14 and SPP policies DM D2 and DM D3 require proposals to demonstrate a high standard of design. Externally the units will reflect the overall design of the existing building whilst internally the units are considered to be well laid out with dual aspects and ample fenestration.

- 7.7 SPP Policy DM D2, Core Strategy 2011 policies CS 9 Housing Provision and CS 14 Design and London Plan policies 3.3 Increasing Housing Supply, 3.4 Optimising Housing Potential and, 3.5 Housing Standards are all policies that seek to provide good quality residential accommodation and set the minimum Gross Internal Area that a new property should achieve in order to provide a satisfactory standard of occupier amenity. Both flats have oversized bedrooms but even if the smaller bedroom was used as a double the overall GIA requirement (61sqm for 2B3P and 70sqm for 2B4P) would be readily exceeded as Unit 15 would be 81.3sqm and Unit 16 76sqm. As such both flats are considered to offer a generous level of internal living space with ample storage and a multi aspect layout that would provide good levels of natural daylight. Each unit would be required to provide 7sqm of exterior amenity space and this proposal provides Unit 15 with one terrace of 6sqm and one of 7.5sqm and Unit 16 with a 13.8sqm terrace. There have been objections to the loss of the communal amenity space and a previous application was refused on lack of amenity space but that was based on previous policies which required a greater level of provision than that currently set by the London Plan. The proposals therefore exceed minimum standards for both internal and external space provision.

7.8 Impact on neighbour amenity.

London Plan policy 7.6, and Sites and Policies Plan policy DM D2 require proposals not to have a negative impact on the amenity of neighbouring occupiers through loss of light, overshadowing, outlook, privacy, visual intrusion or disturbance.

7.9 Loss of light;

There were objections that the proposals would lead to a loss of light to neighbouring properties at Hurricane and Spitfire Houses. However the proposal is set to the north of these blocks and set against and back from the edge of the existing flank wall of that adjoining block. Consequently it is considered that there would be no material harm to neighbour amenity in terms of a loss of light.

7.10 Loss of privacy;

In the case of Unit 15 which faces onto Coombe Lane, the closest amenity terrace is set back from the building line with Hurricane House and therefore there would not be any overshadowing or loss of privacy. In the case of Unit 16 the bedroom windows align on the same level as the wall line of the rear of Hurricane House whilst the amenity terrace is on the opposite side of the building. Therefore, whilst it would be possible to look down onto the roof terrace on Spitfire House this would be limited to looking through bedroom windows that are to be set back from the edge of the building and angled away. That terrace is already overlooked from the existing building on the application site as well as neighbouring amenity terraces on the rear of units in Hurricane House. Given these factors it is not considered that the level of any additional potential overlooking would cause material harm to the amenity of neighbouring occupiers that would warrant a refusal of planning permission.

7.11 Security

There was also a comment that the scheme would make the neighbouring properties less secure but the proposed balconies do not facilitate access from ground level and accessing those neighbouring flats from the proposed flats would be difficult in the extreme. In view of these considerations it is considered that the proposals will not result in any material harm to the amenity of neighbouring occupiers.

7.12 Affordable housing

Objections were received that the proposals did not provide affordable housing. However, the number of units proposed does not trigger consideration under the Council's affordable housing policies and there is no legal agreement pertaining to the development that is nearing completion that would require affordable housing in the event that additional units were to be constructed over and above those comprising the consented scheme.

7.13 Sustainability

In order to ensure the development meets the requirements of a reduction in carbon emissions and lower water consumption an appropriate condition is recommended although as the scheme is for the addition of two units to an existing consent the requirements fall into the minor category and no carbon offset contribution would be required.

7.14 Parking and Access

The approved extant approval provides 14 flats (6 one bedroom and 8 two bedroom flats) and the proposal will add two more flats. Details of refuse and cycle storage for the development have been previously approved but this proposal includes the addition of an additional four cycle storage spaces adjacent to the approved bays whilst the size of the refuse store can accommodate an extra two flats.

7.15 The existing development is subject to a permit free agreement and the applicant submitted a draft unilateral undertaking that would extend that arrangement to include the two new flats. In view of the above the proposals are considered acceptable in terms of cycle, refuse and parking arrangements.

8. SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS

8.1 The proposal does not constitute Schedule 1 or Schedule 2 development. Accordingly there is no requirement for an EIA submission.

8.2 In order to ensure that the development is policy compliant a condition requiring 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 is recommended.

9. CONCLUSION

9.1 The proposals will provide two large spacious residential units in a sustainable location for which there is an identified need. The scheme has been designed to mitigate their impact on the street scene and although the building will be taller than originally approved it is considered that the positioning in relation to the larger Hurricane House is such that it would not have a negative impact on the appearance or character of the local area and that there would be no material harm to the amenity of neighbouring occupiers. In all respects officers considered the scheme is acceptable and accordingly is recommended for approval subject to a s106 agreement to make the development permit free and appropriate planning conditions.

RECOMMENDATION

Grant planning permission subject to sect 106 agreement for permit free development and conditions

Heads of terms

- i) Permit free development.
- ii) The developer agreeing to meet the Councils costs of preparing, drafting and monitoring the Section 106 Obligations.

Conditions

1. A1 Commencement of works
2. A7 In accordance with plans; Site location plan and drawings; 5016 3 19, 5016 3 20, 5016 3 21 Rev A, 5016 3 22 Rev A & 5016 3 23,
3. B3 External materials as specified.
4. D9 No external lighting
5. D11 Construction Times
6. C7 Refuse storage implementation
7. H7 Secure cycle storage implementation
8. Non standard '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

[Click here](#) for full plans and documents related to this application.

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