

PLANNING APPLICATIONS COMMITTEE 15th November 2018

<u>APPLICATION NO.</u>	<u>DATE VALID</u>	
	18/P2619	12/07/2018
Address/Site:	32 – 34 Bushey Road, Raynes Park, SW20 8BP	
(Ward)	Dundonald	
Proposal:	Demolition of existing buildings and erection of a part three / part four storey residential building comprising 32 self-contained flats (6 x studio, 11 x 1 bed & 15 x 2 bed)	
Drawing Nos:	AM-1714_PL100(B), PL101(C), PL102(C), PL103(C), PL104(D), PL105(C), PL106(D), PL107(C), PL108(D), PL109(B), PL110(A), PL111(B), 112(B), 113(A), PL114(D), PL115(C), PL116(D), PL117(B), PL118(A), PL120(B),	
Contact Officer:	David Gardener (0208 545 3115)	

RECOMMENDATION

GRANT Planning Permission Subject to Conditions and S106 Agreement

CHECKLIST INFORMATION

- Heads of agreement: Permit free, Affordable Housing, Carbon offset contribution
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice: Yes
- Site notice: Yes
- Design Review Panel consulted: No
- Number of neighbours consulted: 109
- External consultations: Thames Water

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 approx. 0.18Ha in size and is located at the southern end of Edna Road. The site also fronts Bushey Road.
- 2.2 The site currently comprises two single storey buildings with vehicle access from Bushey Road. One building is used as a car showroom with ancillary offices (Sui Generis Use) and a service desk for car repairs use. The other building is used for car repairs (Use Class B2) which are partly ancillary to the car showroom use, and pet grooming (Sui Generis Use). The remainder of the site comprises areas of surface parking and storage.
- 2.3 Two-storey terrace houses are located to the north, west and east of the application site. Bushey Mansions, The David Lloyd Sports Centre and Prince Georges Playing Fields are located opposite the site, to the south of Bushey Road. A public footpath also abuts part of the sites western boundary connecting Edna Road with Bushey Road.
- 2.4 The site is not located in a Conservation Area. The site has moderate public transport accessibility (PTAL 3) and is also located in a controlled parking zone (zone RPS).

3. CURRENT PROPOSAL

- 3.1 The proposal is to demolish the existing buildings and erect a residential building comprising 32 self-contained flats (6 x studio, 11 x 1-bed & 15 x 2-bed). The building would be arranged over a maximum of four storeys (Ground, first, second and third floors). 10 (31%) of the proposed flats will be affordable housing (100% shared ownership).
- 3.2 Proposed facing materials include blended stock facing brickwork, bronze anodized aluminium window frames and stone course detailing.
- 3.3 The application has been amended since it was first submitted. Amendments include the following:
 - Reduction in footprint of third floor
 - Reduction in number of flats from 34 to 32
 - Amendments to east elevation at first and second floor levels
 - Amendments to facing materials at third floor level on north, east and west elevations with anodized aluminium cladding panels proposed instead of brick
- 3.4 Three disabled off-street car parking bays would be provided at the rear of the site. The proposal includes closing off the existing access off Bushey Road, and formation of a new vehicle access off Edna Road. The amount of on-street parking on Edna Road would be reduced by two car parking spaces to make way for the new access.
- 3.5 All of the flats would have access to a minimum 5sqm private terrace or balcony with a communal garden also provided at the rear. Secure cycle storage and bin storage is located at the rear of the building.

4. PLANNING HISTORY

The following planning history is relevant:

- 4.1 07/P2419 – Demolition of existing buildings and erection of a part 2/part 3 storey building, comprising a ground floor car showroom with 4 x 1 and 8 x 2 bed self-contained flats. Refused, 30/11/2007, for the following reasons:

“ The proposals, by reason of their bulk, design, size and siting, would constitute an unduly dominant and visually intrusive form of development which would:

- a) fail to respect the siting, rhythm, scale and proportions of surrounding buildings to the detriment of the Edna Road streetscene;
 - b) be visually intrusive and result in a loss of privacy to neighbouring occupiers and overshadowing to neighbouring gardens to the detriment of the neighbour amenity;
 - c) be unduly conspicuous and fail to achieve a high standard of design to the detriment of views along Bushey Road and would mar the backcloth to nearby Metropolitan Open Land;
 - d) result in an overintensive provision of residential accommodation resulting in an unacceptable shortfall in amenity space harmful to the amenities of future occupiers;
 - e) result in noise and disturbance to the detriment of neighbour amenity arising from the proximity and number of parking spaces to site boundaries and the activity associated with the use of those spaces;
- contrary to adopted polices BE15, BE16, BE22, BE25, NE2, S.9, RN.3 and PK3.”

And

“ The proposals by reason of the design and layout of parking and servicing areas, and the number of parking spaces would:

- a) Fail to provide either adequate servicing arrangements, or off street parking, to meet the likely needs of the proposed uses, and would give rise to additional vehicular movements to and from the site, with associated slowing, stopping, reversing and merging manoeuvres, carrying an increased risk of accident, detrimental to the safe and free movement of traffic on a classified road.”

- 4.2 17/P4346 - In December 2017 pre-application advice was sought for the demolition of existing buildings and the erection of replacement building of up to four storeys, to re-provide c. 147.5sqm commercial floorspace and circa. 26 new residential units, with associated car and cycle parking, amenity space and landscaping

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 E3 (Protection of scattered employment sites), 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.12 (Economic Development), 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) - July 2018

6. CONSULTATION

- 6.1 The application was originally publicised by means of a press and site notice and individual letters to occupiers of neighbouring properties. In response, 43 letters of objections were received including a letter of objection from the Apostles Residents Association. A petition containing 42 signatures objecting to the proposal was also received. Two letters of support was received. The letters of objection were on the following grounds:
- Increased traffic and lack of off-street car parking (including that from visitors and deliveries) and pressure on on-street parking in surrounding road network where there is already a lack of parking. Residents and visitors would be able to park in the CPZ outside restricted hours. Permit free agreement no legally binding. Loss of two on-street car parking spaces on Edna Road not acceptable as it would reduce number of spaces available to Edna Road residents including services they may require
 - Proposed building is too high, overbearing, visually intrusive, and out of scale with surrounding buildings, impact on character of Apostles
 - Design in not attractive and not in keeping with surrounding area
 - Overdevelopment of site with too many flats proposed, too dense
 - Poor drainage on site, potential damage to Thames Water pipes during construction
 - Loss of employment
 - Poor housing mix with too many flats and no houses
 - Loss of privacy and overlooking from balconies with privacy glass not adequate

- Loss of outlook
- East elevation is too close to boundary with Dorian Road
- Daylight/sunlight loss and overshadowing of neighbouring gardens
- Poor access arrangement, noise disturbance and air pollution from vehicular traffic
- Impact on pedestrian safety
- Developer is prioritising profit
- Impact on house prices
- Disruption during construction
- Sub-division of private and affordable housing. Affordable housing not policy compliant
- Potential impact on trees
- Poor precedent
- Current proposal hasn't overcome concerns from previous application which was refused

6.2 Apostles Residents Association

Object on the grounds of loss of employment land, lack of open space for existing and future residents, on-site drainage impact, car access from Edna Road, excessive height of proposed building, overdevelopment, possibility of residents being able to obtain parking permits despite development being permit free, emergency vehicle access and lack of amenity space.

6.3 The letters of support state that the proposal would rejuvenate an area in need of improvement by replacing the unsightly existing buildings with a sympathetically designed building, the building would act as a noise buffer, potential to increase house prices, improve accessibility on Edna Road through introduction of turning head, and improved landscaping.

6.3 Following amendments to the design of the building a further re-consultation was undertaken. In response 14 further objections were received including a letter of objection from the Apostles Residents Association. In addition to previous concerns, objections were raised regarding the following:

- Reduction in building size is minimal and would make little difference to loss of daylight/sunlight or overshadowing. The building is also still too high and bulky
- Concerns regarding car parking and traffic not addressed

6.3 Future Merton - Transport Planning

6.4 It is considered that the development is unlikely to generate a significant number of trips due to it being car free with only three disabled car parking spaces provided on-site. The application site is located in a CPZ and has a PTAL rating of 3. Therefore in order to minimise impact on surrounding streets it is considered appropriate to make the development permit free which means occupiers of the flats will not be eligible to apply for parking permits to park on surrounding roads. Non permit holders and visitors are able to park outside restricted hours (i.e. before 8.30am and after 6.30pm during week days and all

day at weekends) however it is considered that this impact would be low. It is also considered that the site is located in an area where there is satisfactory provision for walking and cycling whilst there moderate access to public transport. Overall, it is considered that the proposal will not generate a significant negative impact on the performance and safety of the surrounding highway network or its users and as such permission is recommended.

6.5 Future Merton – Flood Engineer

6.6 The development is considered acceptable in terms of surface and ground water flows subject to appropriate conditions.

6.7 Tree Officer

6.8 No objection subject to conditions

6.9 Thames Water

6.10 The proposed development is located within 15m of a strategic water main. Thames Water has therefore requested that a condition is attached requiring that no piling should take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, has been submitted to and approved in writing by the local planning authority in consultation with Thames Water.

6.11 Designing Out Crime Officer

6.12 The proposed layout and design cause no security concerns as much of the Secured by Design guidance has been included.

6.13 Future Merton – Climate Change Officer

6.14 No objections subject to S106 agreement for carbon offset contribution and appropriate conditions.

6.15 Greenspaces – Street Trees

6.16 No objections

7. PLANNING CONSIDERATIONS

7.1 Principle of Development

7.2 The proposal would result in the provision of 32 self-contained residential units (6 x Studio, 11 x 1 bed & 15 x 2 bed) which is supported by Policy CS.9 of the Core Planning Strategy 2011 which states that the Council will work with housing providers to facilitate the provision of a minimum of 4,800 additional homes for the period 2011-2026.

7.3 Car showroom (Sui Generis Use), car repairs (Use Class B2) which are partly ancillary to the car showroom use, and pet grooming (Sui Generis Use) premises are currently located on the application site. The site is classed as a scattered employment site and as such any redevelopment will have to comply with policy DM E3 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) (For the purposes of this policy 'employment' refers to premises or land that operates within the B2 use class which in this instance relates to the car repairs business). Part A of this policy states that proposals that result in the loss of scattered employment sites will be resisted except where:

- i) The site is located in a predominately residential area and it can be demonstrated that its operation has had a significant adverse effect on local residential amenity;
- ii) The size, configuration, access arrangements and other characteristics of the site makes it unsuitable and financially unviable for whole-site employment use; and,
- iii) It has been demonstrated to the council's satisfaction that there is no realistic prospect of employment or community use on this site in the future. This may be demonstrated by full and proper marketing of the site at reasonable prices for a period of 30 months.

7.4 If proposals do not meet policy requirements DM E3 (a) (iii) above, the council will seek measures to mitigate against the loss of employment land. Such measures may include:

- i) Providing employment, as part of a mixed use scheme on-site; or
- ii) Providing alternative sites for employment use (for instance, 'land swaps')

7.5 The applicant proposes relocating the car repair business to an alternative location within the borough and have submitted a signed lease showing that this will take place in January 2019. The Council Property Management Team have reviewed the submitted lease and consider it satisfactory and as such it is considered that the proposal complies with policy DM E3. Overall, it is considered that the principle of development is acceptable.

7.6 Housing Provision – Mix/Density/Affordable Housing

7.7 Mix

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%

- 7.8 It is considered that the proposal provides a good mix of properties with 17 studio/one bedroom units (53%) and 15 two bedroom units (47%). It is therefore considered that there is a well-balanced provision of one and two bedroom units. Although, no three bedroom units are proposed it is not considered that this would warrant a refusal of the application given there is already a high concentration of family sized properties in the wider area. It is therefore considered that a development proposing smaller one and two bedroom units in this instance would help contribute to the delivery of a balanced mix of dwelling sizes in the wider area as a whole.
- 7.9 Density
Policy 3.4 of the London Plan advises that Boroughs should seek to ensure that development optimises housing output for different types of location within the relevant density range shown in Table 3.2 of the Plan and should resist proposals which compromise this policy. This advice is re-stated in paragraph 18.27 of the Core Planning Strategy.
- 7.10 The application site has moderate Public Transport Accessibility with a PTAL rating of 3 and sits within a suburban setting with predominantly medium density development. The appropriate density range within the London Plan matrix would be 150-250 habitable rooms per hectare (ha/hr), or given the average dwelling size 50-95 units per hectare (u/ha). The application site is 0.18 hectares giving a density of 405 ha/hr per hectare and 177 u/ha.
- 7.11 The latest National Planning Policy Framework (NPPF) which was published in July 2018 states that it is especially important that planning policies and decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site. Although the figures in the previous paragraph illustrate that the proposed development would provide for a density that exceeds the recommended density range for both units and habitable rooms, it is not considered to be excessive given latest national planning policy guidance.
- 7.12 Affordable Housing
A total of 10 affordable units (2 x Studio, 4 x 1 bed & 4 x 2 bed) are proposed. Terraces or balconies are provided for all of the units.
- 7.13 The proposed housing offer equates to 31% of the total number of units and all 10 units would be intermediate housing units with no social rent proposed. This falls short of the 40% affordable housing target with a 60/40 split between social rented/intermediate sought by policy CS.8 of the Core Planning Strategy. However, the applicant has submitted an Affordable Housing Viability Appraisal, which the Council has independently assessed by specialist consultants, who conclude that the affordable housing offer has been maximised in relation to financial viability with the scheme currently producing

a deficit of £226,846. This would produce a profit of 17.56% which falls within the normal 15% - 20% profit range to make a development viable. In this instance the provision of intermediate housing enables the applicant to maximise the amount of affordable homes on site. It is considered that if Social Rent were to be delivered instead of Shared Ownership or a mixture of the two then, the overall quantum of delivery would be significantly reduced.

7.14 Visual amenity

7.15 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.

7.16 It is considered that the proposed building is a high quality design that responds well to its surrounding context. Two-storey terrace houses are located to the north, east and west of the application site, along Edna Road and Dorian Road. The proposed building is located at the southern end of Edna Road and also fronts Bushey Road, a busy Dual Carriageway which means there is scope for a taller building on the application site. Nevertheless, the building at four storeys in height is not considered to be excessive and it is sensitively designed with its height gently stepping up from three storeys on its north side, which is closest to No. 88 Edna Road to four storeys on its southern end. There is also a large gap between the proposed building and No. 88 Edna Road due to the car access to the site and part of the top floor is also set slightly back on the buildings west elevation with the use of stack bond panels facing materials, which is considered to further reduce the buildings impact. It should be noted that this type of design approach has been used successfully on a number of other schemes in Merton, for example at 30 Griffiths Road (LBM Ref: 15/P4370). The southern elevation fronting Bushey Road is broken up into several sections through indents in the elevation, whilst the west side of the building also steps down from four to three storeys helping to reduce the buildings bulk when viewed from Bushey Road. The proposed material palette is also considered to be very high quality with for example the use of stone detailing, bronze anodised balconies and other subtle architectural features creating further visual interest.

7.17 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.

7.18 Residential Amenity

7.19 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.

- 7.20 It is considered that the proposed building would not be visually intrusive or overbearing when viewed from properties along Edna Road and Dorian Road. The application has been amended on the advice of Council Planning Officers with, for example, the top floor reduced considerably in size with its east elevation, and the bulk of its north elevation cut back therefore significantly reducing its impact. The top floor would now be located a minimum of 9.6m from the rear boundary of Nos. 87 and 89 Dorian Road and between 13.4m and 16.3m from the boundary with 88 Edna Road where the building projects beyond the rear elevation of this property, which is considered acceptable in this instance. The bulk of the east facing elevation at first and second floor level would also be sited a minimum of 6m away from the rear boundaries of properties along Dorian Road which is also considered acceptable. It is noted that a small section of the southeast corner of the building extends further east, however, this is adjacent to an existing sub-station and as such is considered acceptable. The facing materials on the north and east elevations have also been amended from brick i.e. the same as that on the lower floors, to anodised aluminium cladding. This creates more visual interest and helps reduce the buildings massing by giving the top floor a more roof like appearance.
- 7.21 It is not considered that the proposal would have an unacceptable impact on levels of daylight/sunlight, overshadowing or privacy at adjoining residential properties. The applicant has submitted a daylight/sunlight assessment which illustrates that all windows and gardens of adjoin properties will comply with minimum BRE guidance on daylight, sunlight and overshadowing. In terms of privacy the windows in the east elevation facing Dorian Road will be obscure glazed and fixed shut whilst the balconies at first and second floors will have privacy screens to avoid any overlooking. North facing flats feature windows and balconies that face the rear gardens of properties along Edna Road. It is proposed that a number of these balconies and windows will be screened to protect privacy which is considered satisfactory. This will also be secured by condition.
- 7.22 The new access off Edna Road and three off-street car parking spaces would sit adjacent to the boundary with No.88 Edna Road. It is however considered that given the low number of vehicle movements that the impact on No.88 would be relatively low. In addition, the proposed use would likely reduce the amount of activity given the sites current use for car repair close to the boundary with No.88.
- 7.23 A previous application LBM Ref: 07/P2419 of comparable scale and massing was refused in 2007 in part because it was considered to be visually intrusive when viewed from adjoining properties (It is noted that the current proposal is a storey higher than the previous application however due to the different floor to ceiling heights and roof profiles that the actual maximum height of each building is very similar (maximum height of previous building was 11.4m whilst the current building is 11.5m)). The recently published National Planning Policy Framework (NPPF) (July 2018) states that it is especially important that

planning policies and decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site. It is considered that the current application complies with the latest NPPF policy by proposing 32 self-contained flats compared with only 12 proposed in the previous application. It is also considered that the current building is a significantly superior in terms of its design approach proposing blended stock facing brickwork and anodised aluminium cladding compared to the render and aluminium sheeting proposed previously. As such, it is considered that the proposal provides a good balance between best use of the site with a high quality design that is not excessive in scale.

- 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 2016, 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 meet or exceed national and regional standards in terms of gross internal floor size and bedroom sizes with the majority of flats being at least dual aspect. The majority of single aspect flats would also be south facing with only one single aspect flat north facing. It should however be noted that this flat is a studio with a shallow floorplan and large window openings and balcony which means it would still receive good levels of natural daylight. The proposed flats all have private balconies or 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. It should also be noted that occupiers would benefit from a communal garden which would be located in the northeast corner of the application site.

7.16 Parking and Traffic

- 7.17 The application proposes only three off-street disabled parking spaces which would be located at the rear of the site and accessed from Edna Road. On-street parking on Edna Road is not marked with individual parking bays and approx. 7m of on-street parking will be removed to make way for the new access. Policy DM T3 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that development should only provide the level of car parking required to serve the site taking into account its accessibility by public transport (PTAL) and local circumstances in accordance with London Plan standards unless a clear need can be demonstrated. Policy 6.13 Table 6.2 of the London Plan (March 2016) allows for up to 1 space per unit where there is a PTAL rating of 3 however these are maximum standards and as such the proposed level of parking is considered acceptable.
- 7.18 The application site is located in a controlled parking zone and the proposal would result in a net increase of 32 residential flats. It is therefore considered that all of the proposed flats in the development should be subject to a Section 106 'permit free' Agreement in accordance with policy DM T3, which supports permit-free developments in areas within CPZ's and generally benefiting from good access to public transport which is generally in the PTAL 4 – 6 range, with good access to facilities and services. This would also avoid any over spill parking on the surrounding roads. Although the application site falls marginally outside the suggested PTAL range with a PTAL rating of 3 it is still considered appropriate in this instance to require that the development is permit free given the site is located only approx. 650m from Raynes Park railway station and 660m from Wimbledon Chase railway station. There are also a number of bus stops located relatively close to the application site. It should also be noted that if the site was located only 150m further west it would have a PTAL rating of 6 which is excellent. Free car club membership, which will be funded by the developer for a period of 3 years and secured by a S106 is also proposed. Policy DM T3 states that car club schemes facilitate lower levels of on-site parking provision thereby allowing developers to achieve a higher level of development on-site.
- 7.19 In the vicinity of the site, on-street parking is restricted to permit holders between the hours of 08:30 – 18:30 Monday – Friday on Edna Road, Carlton Park Avenue, Veron Avenue, Dorian Road and Dupont Road. Although visitors could park in surrounding streets outside these hours it is considered that the impact would be low. The loss of 2 on-street parking spaces on Edna Road is also considered acceptable in this instance given there are currently approx. 106 car parking spaces along Edna Road and as such the loss of two spaces would equate only a 2% reduction in on-street car parking capacity along Edna Road. It is important to highlight that para. 109 of the NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. It should be noted that the new access would lead to a new turning head which would benefit existing residents as well as delivery drivers that will be able to use the turning head. Swept path analysis has also been submitted showing that larger vehicles such as fire appliances and light goods vehicles can safely enter and exit the application site.

7.20 Policy DM T1 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that development must provide cycle parking in accordance set out in the London Plan. It states that residential cycle parking facilities should be provided in secure and conveniently sited positions with good access to the street. Secure cycle storage is located at the rear of the building with 56 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.

7.21 Sustainability

7.22 The submitted SAP calculations and energy report indicates that the proposed development has been designed to achieve a 35% improvement in CO2 emissions on Part L 2013 on site, in accordance with the policy requirements of Merton's Core Planning Strategy Policy CS15 (2011) and Policy 5.2 of the London Plan.

7.23 As the proposal is for a major residential development, a S.106 agreement for the carbon offset cash in lieu contribution will need to be finalised prior to planning approval to achieve zero carbon compliance, in accordance with Policy 5.2 of the London Plan. The calculated carbon offset payment for the development is £34,951. This will be secured by S.106 and paid upon commencement of the scheme.

7.24 The submitted Part G calculations indicate that the development has been designed to achieve internal water consumption rates of no more than 105l/p/d, in accordance with the policy requirements.

7.25 Trees and Landscaping

7.26 There are no trees located on the site itself, however there are approx. 14 trees located close to the site which could potentially be impacted by the development. Five 'category B' London Plane trees are located to the south fronting Bushey Road, three (2 x 'category B' English Oak & 1 x 'category C' Field maple) are located to the east, five trees (4 x Cherry & 1 x English Oak, all Category C) are located to the north whilst the remaining tree, a 'category C' Lime street tree is located to the northwest of the site.

7.27 An arboricultural implications assessment and tree survey have been submitted with the application which states that the proposal would not impact on or require any tree removal. However, following assessment of the submitted documents it is deemed likely that the Lime tree (Labelled T9 on the arboricultural implications assessment) would need to be removed to facilitate the new access from Edna Road. Policy DM O2 states that development will only be permitted if it will not damage or destroy any tree which has significant amenity value. It is considered that the removal of the Lime Tree if necessary would be acceptable. This tree is heavily pollarded with no notable crown feature and has been given a 'category C' rating which means it considered to be low quality. The proposal would also include significant additional

landscaping and tree planting, including along its Bushey Road and Edna Road frontages softening the sites appearance when viewed from these streets.

7.28 Flood Risk

7.29 The site is not located in a flood zone and is located in an area of low surface water risk according the EA surface water risk maps. A number of Thames Water assets intersect the site. Thames Water have been consulted and raise no objections subject to a suitable piling condition.

7.30 With regards to SuDS, the drainage strategy has identified constraints on infiltration (i.e. shallow groundwater levels). Therefore the strategy proposes an attenuation volume of 52.25 m³ could be stored within SuDS features prior to discharging to the public surface water sewer at a restricted rate. This would ensure attenuation of surface water runoff during the 1% AEP event plus a 40% allowance for climate change. Permeable Paving is recommended for driveway/paths to intercept runoff, these areas should be underlain by geo-cellular storage crates to store surface water runoff. Approximately 250 m² area of permeable paving (geo-cellular storage) to a depth of 0.22 m, with a 95% void ratio would result in c. 52.25 m³ attenuation.

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

10.2 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.

10.3 Carbon Offset Contribution

10.4 As the proposal is for a major residential development, a S.106 agreement for the carbon offset cash in lieu contribution will need to be finalised prior to planning approval to achieve zero carbon compliance, in accordance with Policy 5.2 of the London Plan. The calculated carbon offset payment for the development is £34,951.

10.5 Affordable Housing

10.6 The application proposes 10 affordable housing units. This offer equates to 31% of the total number of units and all 10 units would be intermediate housing units with no social rent proposed. This falls short of the 40% affordable housing target with a 60/40 split between social rented/intermediate sought by policy CS.8 of the Core Planning Strategy. However, the applicant has submitted an Affordable Housing Viability Appraisal, which the Council has independently assessed by specialist consultants, who conclude that the affordable housing offer has been maximised in relation to financial viability.

10.7 Car Club Membership

10.8 Free car club membership will be funded by the developer for a period of 3 years and secured by a S106. Policy DM T3 states that car club schemes facilitate lower levels of on-site parking provision thereby allowing developers to achieve a higher level of development on-site.

10.9 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 its surrounding context whilst making efficient use of the land. 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 the flats would be 'permit free' in line with policy requirements whilst free car membership for a period of three years would be offered to all occupiers reducing reliance on on-site parking. The loss of the existing car repair business is also considered acceptable given it would be relocated to another suitable premises in the borough. 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) Zero carbon cash in lieu financial contribution (£34,951)
- 3) Provision of 10 affordable housing units (100% intermediate housing units)
- 4) Free Car club membership for each residential unit for a period of 3 years.

- 5) 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. 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) at the restricted rate of no more than 5l/s 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.

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.

17. Prior to the commencement of development, the detailed design and specification for the permeable paving shall be submitted to and approved in writing by the Local Planning Authority. The design shall be carried out as approved, retained and maintained in perpetuity thereafter.

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.

18. No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which the piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to impact on local underground sewerage utility infrastructure.

19. No part of the development hereby approved shall be occupied until evidence has been submitted to the Local Planning Authority confirming that the development has achieved CO2 reductions of not less than a 35% improvement on Part L regulations 2013, and wholesome water consumption rates of no greater than 105 litres per person per day.

Reason: To ensure that the development 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.

20. H5. (Visibility Splays)

21. H.3. (Redundant Crossovers)

22. H.2. (Vehicle Access to be provided)

23. No external windows and doors shall be installed until detailed drawings at 1:20 scale of all external windows and doors including materials, set back within the opening, finishes and method of opening have been submitted to and approved by the local planning authority. Only the approved details shall be used in the development hereby permitted.

Reason: To ensure a satisfactory appearance of the development and to comply with the following Development Plan policies for Merton: policy 7.6 of the London Plan 2015, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D2 and D3 of Merton's Sites and Policies Plan 2014.

24. The three disabled parking spaces shown on the approved plan AM_1714_PL100(RevB) shall be provided and demarcated as disabled parking spaces before first occupation of the building and shall be retained for disabled parking purposes for occupiers and users of the development and for no other purpose.

Reason: To ensure suitable access for persons with disabilities and to comply with the following development plan policies for Merton: Policy CS.8 of the Core Planning Strategy 2011 and policy DM D2 of the Site and Policies Plan 2014.

25. No residential units shall be occupied until details of charging points for electric vehicles for each of the three disabled car parking spaces has been submitted to and approved by the local planning authority and the charging point shall be installed before the development hereby permitted is first occupied. The charging point shall thereafter be retained for the use of residential occupiers.

Reason: To encourage the use of environmentally friendly electric vehicles and to comply with policy 6.13 of the London Plan 2016.

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

Please note these web pages may be slow to load