

## PLANNING APPLICATIONS COMMITTEE

13 February 2020

**APPLICATION NO.**

19/P1794

**DATE VALID**

18/07/2019

**Address/Site:** 8 Blenheim Road, Raynes Park, London, SW20 9BB

**Ward:** West Barnes

**Proposal:** Conversion of existing property from 3 to 8 flats involving the erection of single storey side extensions and a two storey rear extension (with basement level) with associated landscaping, off-street car parking, cycle parking and refuse storage.

**Drawing No.'s:** Site location plan, 19008-A-02-00, 19008-A-03-LG, 19008-A-03-01, 19008-A-03-02, 19008-A-03-03, 19008-A-04-01, 19008-A-05-02, 19008-A-05-03 all Revision 1.

**Contact Officer:** Tony Smith (020 8545 3144)

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### **RECOMMENDATION**

**Grant planning permission subject to conditions**

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#### **CHECKLIST INFORMATION**

- S106: No
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Statement been submitted: No
- Press notice: No
- Site notice: Yes
- Design Review Panel consulted: No
- Number of neighbours consulted: 36
- External consultations: 1
- Conservation area: No
- Listed building: Yes - Locally Listed
- Archaeological priority zone: No
- Tree protection orders: Yes, some of the trees are protected to the rear
- Controlled Parking Zone: No
- Flood Zone: 1
- Designated Open Space: No

#### **1. INTRODUCTION**

- 1.1 This application is being brought to the Planning Applications Committee for determination due to the number of objections received.

## **2. SITE AND SURROUNDINGS**

- 2.1 The application site is located on the south side of Blenheim Road and on the junction with Blenheim Close, Raynes Park. It is occupied by a detached two storey property with a single storey garage to the east and a single storey side extension to the west. The site features gabled roofs to the main dwelling, with part flat, part pitched roofs to the side extensions and detailing features to the front gable ends. Small dormer windows feature in the side roof slopes of the main roof. The property is set on a spacious plot, with hardstanding to the front for off-street vehicle parking and a large garden to the rear.
- 2.2 The application site had previously been converted into three self-contained flats set over three storeys, consisting of two full storeys and space within an expansive gable roof. It is set well back from Blenheim Road and the frontage is given over almost entirely to a driveway and car parking, which is enclosed by a low brick to the west and timber fencing to the front and east with openings with openings onto vehicle crossovers for access to the site.
- 2.3 The area has a residential character but contains properties which vary considerably in terms of age and style. Large Edwardian villas on the southern side of the road contrast with smaller scale 1930s semi-detached housing at the western end and a Neo-Georgian terrace at the eastern end. The older villas and cottages set amongst the later development, together with the grass verges and mature street trees, give the area an established, mature feel.
- 2.4 There are substantial trees to the rear of the garden, two are protected by way of Tree Preservation order (TPO) MER389.
- 2.5 The site is not located within a conservation area, however, the building forms part of a group of 4 Locally Listed buildings between nos. 2 – 8 Blenheim Road. Blenheim Road and Blenheim Close are not located within a controlled parking zone and the site has a PTAL of 1b.
- 2.6 Whilst not forming part of the application, it is noted that the previously existing trees to the front boundary line have been removed. However, no permission is required for the removal of these trees.

## **3. CURRENT PROPOSAL**

- 3.1 This application seeks planning permission for conversion of existing property from 3 to 8 flats involving the erection of single storey side extensions and a two storey rear extension (with basement level) with associated landscaping, off-street car parking, cycle parking and refuse storage.
- 3.2 The existing single storey side extensions would be demolished and replaced with new single storey extensions with flat roofs, retaining the set-backs from the front facades and the porch canopy for the main entrance to the north-east. A timber balustrade and front balcony would be reintroduced to the front façade adjacent to the front bay to match the other properties within the local group listing. A staggered two storey rear extension would be constructed which would utilise gabled roofs and the central element would extend the form of the lower gable rearwards, with a smaller element being set lower and set-back

from the side boundary with Blenheim Close. A number of small gabled dormer windows would be erected to the side roof slopes of the main roof and rear extension. Whilst appearing as two storeys externally, the rear extension would also include a lower ground floor and excavated area to the rear to provide amenity space.

- 3.3 Internally, the building would provide for 8 self-contained flats set over lower ground, ground, first, and loft levels which would have access through the original main entrance to the front (shown in the table below). It should be noted that flat 6, which currently is set over part of the first floor and loft level would remain unchanged. Three of the ground/lower ground flats would have access to private amenity spaces, whilst the remaining units would have access to a large shared amenity space to the rear approximately 320m<sup>2</sup> in size.

Unit	Type	GIA	Private Amenity
Flat 1	2 Bed / 4 Person	84m <sup>2</sup>	17m <sup>2</sup>
Flat 2	1 Bed / 1 Person	40m <sup>2</sup>	0m <sup>2</sup>
Flat 3	2 Bed / 4 Person	84m <sup>2</sup>	18m <sup>2</sup>
Flat 4	1 Bed / 1 Person	40m <sup>2</sup>	15m <sup>2</sup>
Flat 5	1 Bed / 2 Person	50m <sup>2</sup>	0m <sup>2</sup>
Flat 6	3 Bed / 5 Person	86m <sup>2</sup>	0m <sup>2</sup>
Flat 7	3 Bed / 5 Person	79m <sup>2</sup>	0m <sup>2</sup>
Flat 8	1 Bed / 2 Person	50m <sup>2</sup>	0m <sup>2</sup>

- 3.4 The front area would comprise of hardstanding to provide for 5 car parking spaces with trees and soft landscaping proposed to the front and side boundaries. Cycle parking would be provided within the rear amenity space for up to 14 cycles and refuse stores would also be located to the rear, with access to both from Blenheim Close.

- 3.5 The proposed extensions would have the followings dimensions:

- Western side extension: 9.1m length, 2.4m width, 3.6m flat roof height
- Eastern side extension: 12.5m length, 3.8m width, 3.35m flat roof height
- Rear extension: 5.6 - 7.4m length, 3.7 – 4.1m eaves height, 6.7 – 8m ridge height.

- 3.6 One of the trees protected by a TPO would be removed (T1 – Weeping Ash) due to its poor health and condition. (This tree is identified in the Tree Survey as being category U – i.e. unsuitable for retention).

- 3.6 The property would restore the original brickwork at ground floor and apply render at first floor on all elevations with extensions to match, and would restore the original plaster detailing to the front gable ends.

- 3.7 Amendments:

It should be noted that the application has been amended since submission, incorporating the following changes:

- Reduction from 6 to 5 parking spaces and the introduction of soft landscaping and tree planting to the front
- Relocation and increase in capacity of refuse stores to the rear
- Increase in cycle store capacity
- Reduction of side extensions to single storey
- Reductions in length and height of rear extension with additional central element
- Number of units reduced from 10 to 8, with change in housing mix
- Introduction of lower ground floor element
- Change to side dormer window design to match
- Retention of chimneys

#### **4. PLANNING HISTORY**

The planning history of the site is detailed below:

- 4.1 M/M5885: USE AS PRIVATE DAY SCHOOL – Granted 15/08/1950.
- 4.2 M/M5921: USE AS SCHOOL – Refused 04/01/1951.
- 4.3 M/M6343: ERECTION OF DOUBLE GARAGE. – Granted 09/09/1952.
- 4.4 M/M7727(O): OUTLINE APPLICATION FOR 12 MAISONNETTES AND GARAGES.– Refused 07/03/1958.
- 4.5 M/M7724(O): OUTLINE APPLICATION FOR 6 HOUSES AND GARAGES – Granted 11/06/1958.
- 4.6 M/M7724(D): DETAILED APPLICATION FOR 6 HOUSES AND GARAGES – Granted 13/08/1958.
- 4.7 M/M9466: CONVERSION TO FLATS – Granted 07/08/1963.

#### **5. CONSULTATION**

- 5.1 Public consultation was undertaken by way of site notice and letters sent to 36 neighbouring properties. A second round of consultation was undertaken following amendments to the scheme, the outcome of the combined consultation is summarised as follows:
- 5.2 Representations (both objections and comments) were received from 34 individuals (24 of which raised objection), which raised the following points about the development:
- Improved design of extensions following amendments
  - Parking capacity inadequate for number of flats
  - Increased parking stress from development
  - Underground river and concerns of basement
  - Overlooking/loss of privacy from side dormers
  - Scale of rear extensions not in keeping
  - Refuse collection arrangements, including insufficient refuse capacity
  - Obstruction of Blenheim Close and Blenheim Road from parking

- Requirement for detailed CMS for basement element and lack of consultation from developers on this element
- Previous subsidence issues
- Loss of light from two storey rear extension
- Loss of natural drainage
- Loss of large tree within front garden prior to submission of application
- Overdevelopment
- No access to rear amenity for cycle store
- Housing mix orientated towards smaller units
- Out of keeping with character of other local listed buildings
- Setting of precedent
- Lack of site notice
- Vehicle congestion
- Lack of affordable housing
- Impacts to sewer infrastructure
- Devaluation of properties
- Loss of chimneys
- Error in initial drawings
- Disturbance during construction

Internal consultations.

- 5.3 Climate Change Officer: No objection. The development would need achieve the relevant sustainability requirements, being a 19% improvement on Part L of the Building Regulations 2013 and an internal water usage not exceeding 105 litres per person per day; these requirements should be secured by condition and an informative should be included detailing this.
- 5.4 Transport and Highways Officers: No objection. The site is within a 'good' PTAL rating (3), is not within a CPZ and would provide 5 off-street off-street car parking spaces. The site provides adequate cycle and refuse storage, and a condition is requested for the implementation of the both. The proposal would not impact the existing highway network and a condition is requested for the provision of a demolition & construction method statement to ensure this. A condition is recommended for the retention of the vehicle parking.
- 5.5 LBM Flood Risk Engineer: No objection subject to conditions requiring further details of drainage prior to the commencement of construction.
- 5.6 LBM Basement Engineer: No objection. Requested a condition requiring a number of further details regarding the construction of the basement.
- 5.7 LBM Trees Officer: No objection. Advised a number of conditions relating to a landscaping scheme, site supervision and tree protection.

**6. POLICY CONTEXT**

- 6.1 National Planning Policy Framework (2019)
- 5. Delivering a sufficient supply of homes
  - 9. Promoting sustainable transport
  - 11. Making effective use of land

- 12. Achieving well-designed places
- 14. Meeting the challenge of climate change, flooding and coastal change

6.2 London Plan (2016)

Relevant policies include:

- 3.3 Increasing housing supply
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.13 Sustainable drainage
- 5.17 Waste Capacity
- 6.9 Cycling
- 6.13 Parking
- 7.4 Local character
- 7.6 Architecture
- 7.14 Improving air quality
- 7.21 Trees and Woodland
- 8.2 Planning obligations
- 8.3 Community Infrastructure Levy

6.3 Merton Local Development Framework Core Strategy – 2011 (Core Strategy)

Relevant policies include:

- CS 8 Housing choice
- CS 9 Housing provision
- CS 13 Open space, nature conservation, leisure and culture
- CS 14 Design
- CS 15 Climate change
- CS 16 Flood risk management
- CS 17 Waste management
- CS 18 Active Transport
- CS 20 Parking servicing and delivery

6.4 Merton Sites and Policies Plan – 2014 (SPP)

Relevant policies include:

- DM D2 Design considerations
- DM D3 Alterations and extensions to existing buildings
- DM D4 Managing heritage assets
- DM EP2 Reducing and mitigating noise
- DM F2 Sustainable urban drainage systems and; wastewater and water infrastructure
- DM H2 Housing Mix
- DM T1 Support for sustainable transport
- DM T2 Transport impacts of development
- DM T3 Car parking and servicing standards
- DM T4 Transport infrastructure

- 6.5 Supplementary planning considerations  
London Housing SPG – 2016  
London Character and Context SPG -2014  
DCLG - Technical Housing Standards 2015  
Draft London Plan 2017

## **7. PLANNING CONSIDERATIONS**

### **7.1 Material Considerations**

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

- Principle of development
- Need for additional housing
- Design and impact upon the character and appearance of the area
- Impact upon neighbouring amenity
- Standard of accommodation
- Transport, highway network, parking and sustainable travel
- Refuse storage and collection
- Trees and landscaping
- Basement construction and drainage
- Sustainable design and construction
- CIL
- Response to objections

#### Principle of development

- 7.2 The National Planning Policy Framework 2019 and London Plan policies 3.3 & 3.5 promote sustainable development that encourages the development of additional dwellings at locations with good public transport accessibility. Policy 3.3 of the London Plan 2016 states that development plan policies should seek to identify new sources of land for residential development including intensification of housing provision through development at higher densities. Core Strategy policies CS8 & CS9 seek to encourage proposals for well-designed and conveniently located new housing that will create socially mixed and sustainable neighbourhoods through physical regeneration and effective use of space, whilst not resulting in the loss of family sized dwellings (3 bed units).
- 7.3 The proposals would result in an additional 5 residential units whilst re-providing the existing family sized dwellings, thereby meeting NPPF and London Plan objectives by contributing towards London Plan housing targets and the redevelopment of sites at higher densities. It is also noted that application site is currently in a somewhat dilapidated state both internally and externally and the proposal seeks to restore its original heritage assets and improve the appearance and sustainability of the building.
- 7.4 Given the above, it is considered that use of the land for more intensive residential purposes could be supported, subject to compliance with the relevant London Plan policies, Merton Local Development Framework Core Strategy, Merton Sites and Policies Plan and supplementary planning documents as detailed in the relevant sections below.

### Need for additional housing

- 7.5 The National Planning Policy Framework requires Councils to identify a supply of specific 'deliverable' sites sufficient to provide five years worth of housing with an additional buffer of 5% to provide choice and competition.
- 7.6 Table 3.1 of the London Plan identifies that LBM has an annual housing target of 411 units, or 4,107 over the next ten years. However, this minimum target is set to increase significantly to 918 set out in the 'London Plan Examination in Public Panel Report Appendix: Panel Recommendations October 2019', due to be adopted next year. This significant increase will require a step change in housing delivery within the LBM.
- 7.7 Policy H1 'Increasing housing supply' (Draft London Plan Policy) and Table 4.1 of the draft London Plan sets Merton a ten-year housing completion target of 13,280 units between 2019/20 and 2028/29 (increased from the existing 10-year target of 4,107 in the current London Plan). However, following the Examination in Public this figure of 13,280 has been reduced to 9,180.
- 7.8 Merton's overall housing target between 2011 and 2026 is 5,801 dwellings (Authority's Monitoring Report Draft 2017/19, p12). The latest (draft) Monitoring report confirms:
- All the main housing targets have been met for 2017/18.
  - 665 additional new homes were built during the monitoring period, 254 above Merton's target of 411 new homes per year (London Plan 2015).
  - 2013-18 provision: 2,686 net units (813 homes above target)
  - For all the home completions between 2004 and 2017, Merton always met the London Plan target apart from 2009/10. In total Merton has exceeded the target by over 2,000 homes since 2004.
- 7.9 The current housing target for the London Borough of Merton is 411 annually. Last year's published AMR figures are: "688 additional new homes were built during the monitoring period, 277 above Merton's target of 411 new homes per year (in London Plan 2015)."
- 7.10 The draft London Plan includes a significantly higher figure of 918 new homes annually. However, this is not yet adopted and full weight cannot be attributed to this figure.
- 7.11 Against this background officers consider that while new dwellings are welcomed, the delivery of new housing does not override the need for comprehensive scrutiny of the proposals to ensure compliance with the relevant London Plan policies, Merton Local Development Framework Core Strategy, Merton Sites and Policies Plan and supplementary planning documents.

### Design and impact upon the character and appearance of the area

- 7.11 Section 12 of the NPPF, London Plan policies 7.4 and 7.6, Core Strategy policy CS14 and SPP Policies DM D2 and DM D3 require well designed proposals which make a positive contribution to the public realm, are of the highest quality materials and design and which are appropriate in their context, thus they must



respect the appearance, materials, scale, bulk, proportions and character of their surroundings. London Plan policy 7.8 and SPP policy DM D4 seek to ensure that alterations and extensions to properties with heritage designations conserve and enhance the character and appearance of the site and surrounding area. Paragraph 1.3.61 of the London Plan Housing SPG 2016 states that *fully optimising housing potential will necessitate high quality, innovative design to ensure new development successfully responds to challenges and opportunities presented on a particular site.*

- 7.12 The Council's schedule of locally listed buildings describes 2 to 8 as follows: A series of 4 detached houses which can be dated to around 1891. They are 2 storey, and also contain accommodation within steeply pitched roofs. The materials used in construction include brick, timber and pebbledash. The houses are built in a very ornate style, and feature fine plaster panels within the gables, as well as moulded lintels and quoins. There are also ornate wooden porches and balconies above. Despite some alterations, and in some cases a deterioration of building fabric, the buildings score highly in terms of their architectural style. The prevailing character of each of the group of locally listed buildings is that of asymmetry, being a key element in the make-up of arts and crafts buildings, others being variety of material and craftsmanship.
- 7.13 The proposals seek to refurbish the building's somewhat dilapidated state, by reintroducing original brickwork at ground floor (as opposed to the existing pale yellow render), by introducing light render at upper floors, and restoring the decorative plaster work to the front gable ends so as to restore the buildings originally detailing to be commensurate with the remaining houses in the group. The porch canopy is to be retained and the original timber balcony to the front will be re-instated. It is considered the above elements would significantly improve the buildings appearance and relationship with the street scene and other locally listed buildings.
- 7.14 Notwithstanding the refurbishment works, the proposal would be fairly prominent due to the sites location on the junction with Blenheim Close, whereby views are available from the north, south and west, and therefore the proposal must be thoughtful in its design as not to appear overbearing. The proposed side extensions would replace the existing additions to the east and west and would be single storey in height with flat roofs to match existing, albeit at a lower height. It is considered these elements of the scheme would not result in a detrimental impact to the streetscene, and would aid to improve its appearance due to the proposed materials, smaller scale and better relationship with the main building.
- 7.15 At the rear, the proposed two storey extension would utilise gabled roofs and the central element would extend the form of the existing lower gable rearwards, with a smaller element being set lower and set-back from the side boundary with Blenheim Close. A number of small gabled dormer windows would be erected to the side roof slopes of the main roof and rear extension. It is considered the use of matching gabled roofs extending naturally from the main building would complement the architectural style of the existing building and adjacent listed properties. Following amendments to the scheme, it is

considered this element would now respect the proportions of the main building, with the scale of the extensions reduced and appearing as a subordinate addition. Furthermore, given the western element's separation from the boundary with Blenheim Close and being set lower, this element would not appear overbearing in the street scene.

- 7.16 As a whole, officers consider that in context with the nature of the site and existing building, the proposal would be of an appropriate scale and bulk and would incorporate an acceptable choice of materials and architectural style. It is therefore considered that the proposal would not result in a harmful impact to the street scene or upon the group of locally listed buildings.
- 7.17 The proposal is considered to be acceptable in terms of the impact on the character of the area, in compliance with London Plan policies 7.4 and 7.6, Core Strategy policies CS13 & CS14 and SPP Policies DMD2, DMD3 and DMD4 in this regard.

Impact upon neighbouring amenity

- 7.18 London Plan policies 7.6 and 7.15 along with SPP policy DM D2 state that proposals must be designed to ensure that they would not have an undue negative impact upon the amenity of neighbouring properties in terms of light spill/pollution, loss of light (sunlight and daylight), quality of living conditions, privacy, visual intrusion and noise.
- 7.19 Given the large plot (being 30m in length) and the siting of the proposed extensions, the main neighbours to be considered in this instance are the two adjacent properties to the west at no.10 and to the east at no. 6.
- 7.20 6 Blenheim Road  
The proposal includes a single storey extension along the shared boundary with this neighbour, which would extend approximately 4.1m beyond this neighbour's building line, which accommodates habitable accommodation) at a height of 3.35m. (The proposed extension would project beyond the neighbour's recessed laundry room window by 7.7m). This element would be separated from the main rear building of this neighbour by approximately 3.3m. Considering the moderate length beyond this neighbour, together with its height and orientation, it is considered this element would not result in a material harm in terms of overlooking, visual intrusion, loss of outlook, shadowing or loss of light.
- 7.21 The two storey element would be separated 7.4m from this neighbour and would extend to the same depth, before increasing in depth marginally some 14m away. Given the separation distances it is considered this element would not give rise to a materially harmful impact to this neighbour.
- 7.22 The proposal would introduce a side facing, bedroom window at first floor level (bedroom 2 of Flat 7). This window has the potential to overlook the rear garden of No.6 and, whilst not ideal in terms of the outlook for future occupiers, it is considered reasonable and necessary to impose a condition to ensure that this

window is obscurely glazed up to an internal floor to sill height of no less than 1.8m.

7.23 10 Blenheim Road

This neighbour is separated from the application site by Blenheim Close, which provides an 8.9m separation distance between the buildings. As with no. 6, given the separation of the proposed extensions to this neighbour together with the depth and heights of the proposed extension, it is considered there would not be a materially harmful impact in terms of visual intrusion, loss of outlook, shadowing or loss of light.

7.24 It is recognised that there are side facing windows towards this neighbour, with two additional dormer windows in the side roof slopes. These windows have the potential to overlook the rear garden of No.10 and, whilst not ideal in terms of the outlook for future occupiers, it is considered reasonable and necessary to impose a condition to ensure that this window is obscurely glazed up to an internal floor to sill height of no less than 1.8m.

7.25 Subject to conditions, the proposal would therefore accord with London Plan policies 7.6 and 7.15 and Merton Sites and Policies Plan policy DM D2.

Standard of accommodation

7.26 Policies 3.5 and 3.8 of the London Plan 2016 state that housing developments are to be suitably accessible and should be of the highest quality internally and externally and should ensure that new development reflects the minimum internal space standards (specified as Gross Internal Areas) as set out in table 3.3 of the London Plan (amended March 2016) and the DCLG – Technical Housing Standards 2015.

7.27 Each of the proposed units would meet the minimum required GIA as set out in the Technical Housing Standards and would therefore comply with Core Strategy policies CS8 & CS9 and London Plan Policy 3.5. Furthermore, all of the units are serviced by windows and opening which are considered to offer suitable natural light, ventilation and outlook to prospective occupants in line with policy 3.5 of the London Plan (2016), policy CS.14 of the Merton Core Planning Strategy (2011) and policy DM.D2 of the Merton Sites and Policies plan (2014).

7.28 In accordance with the London Housing SPG, policy DMD2 of the Council's Sites and Policies Plan states that there should be 5sq.m of external space provided for 1 and 2 person flats with an extra square metre provided for each additional occupant. 3 of the units would be provided with private external amenity spaces in the form of a balcony for flat 4 on the ground floor and lower ground garden spaces for flats 1 and 3 split over ground and lower ground floors. The sizes of these spaces would far exceed the minimum requirements as detailed above, and have been designed so as to minimise potential privacy issues between units. It is noted that these areas would have some landscaping and a condition is recommended for further details on this.

7.29 The remaining units would have access to a large communal garden to the rear, approximately 320 sq.m in size. Whilst private amenity spaces may be preferable, it is acknowledged that it would not be practicable to provide this for each of the units due to the nature of development (being a conversion of an existing property) and without introducing detrimental impacts to the character and appearance of the development or impacts to the privacy of other units and neighbouring properties. It is considered that in this instance, the size, landscaping and layout of the proposed shared external amenity space would be acceptable.

7.30 As a whole, it is considered the proposal would offer an acceptable standard of accommodation to occupants.

Transport, highway network, parking and sustainable travel

7.31 London Plan policies 6.3 and 6.12, CS policies CS18 and CS20 and SPP policy DM T2 seek to reduce congestion of road networks, reduce conflict between walking and cycling, and other modes of transport, to increase safety and to not adversely effect on street parking or traffic management. London Plan policies 6.9, 6.10, 6.13, Core Strategy policy CS20 and SPP policies DM T1 and DM T3 seek to promote sustainable modes of transport including walking, cycling, electric charging points and to provide parking spaces on a restraint basis (maximum standards).

7.32 The LBM Transport Planner has reviewed this application and their comments are integrated into the assessment below.

7.33 Blenheim Road is rated as having 'Good' PTAL rating of 3 and the proposed development would have five off-street vehicle parking spaces with an electric vehicle charging point. The road is not subject to a Controlled Parking Zone and consequently the surrounding streets do not contain parking restrictions. The applicant has submitted a Transport Statement which includes a parking survey of the immediate area. Given the lack of parking restrictions in the area, together with the number of car parking spaces proposed and the PTAL level, it is considered the development would not have an unacceptable impact on parking pressure locally. Furthermore, the level of parking proposed would not exceed London Plan maximum standards and therefore the principle and level of vehicle parking is acceptable in this respect. It is noted that the current vehicle access from Blenheim Road would require alterations and a new crossover would need to be constructed by the Local Highway Authority. As such, a condition is recommended for requiring the applicant to submit details of this in agreement with the LHA prior to the commencement of works. A condition is also recommended for the vehicle parking to be implemented and retained thereafter.

7.34 London Plan policy 6.9 and the London Housing SPG standard 20 require that developments provide dedicated, secure and covered cycle storage, with 1 space per one bedroom units and 2 spaces for all other sized units. The proposal would provide space for up to 14 cycles in a store within the rear amenity area. It is considered this arrangement and capacity is acceptable and a condition is recommended requiring the implementation and retention of this.

- 7.35 Local residents raised concerns with the tight nature of the street and potential disruption from works. In order to ensure that construction does harmfully impact the normal operation of the highway, a condition is recommended requiring the provision of a demolition & construction method plan prior to works commencing.

#### Refuse storage

- 7.36 Appropriate refuse storage must be provided for developments in accordance with policy 5.17 of the London Plan and policy CS 17 of the Core Strategy.
- 7.37 LBM waste services required that waste must be presented for collection by the property edge, not more than 10m from the road where the collection vehicle is parked, and that residents should not have to transport waste further than 30m to storage areas. The proposal includes a refuse storage area to the south-west along the shared boundary with Blenheim Close. It is considered this arrangement would be acceptable given the capacity and location of the bins in relation to collection and distance to the proposed units. A condition is recommended requiring the implementation and retention of these facilities.

#### Trees and landscaping

- 7.38 Policy DM D2(ix) of the Sites and Policies Plan 2014 requires that developments ensure that trees and other landscape features are protected.
- 7.39 The applicant has submitted an Arboricultural Impact Assessment as part of the application and LBM Trees Officers have assessed the application with their comments integrated below.
- 7.40 It is acknowledged that a mature tree to the front of the site had been previously felled prior to the submission of this planning application. Given this tree had no formal protection this is not objectionable and does not form part of the proposals being considered. The site does, however, have two trees within the rear garden that are formally safeguarded by Tree Protection Orders. The arboricultural impact assessment outlines the works to be undertaken to these and any other trees within the rear garden, and proposes tree protection zones around them. Officers raise no objection to the landscaping works, subject to a number of conditions regarding a landscaping scheme, tree protection and site supervision.

#### Basement Construction and Flood risk

- 7.41 London Plan policies 5.13 & 5.13, policy CS13(e) and CS16 of Merton's Core Planning Strategy 2011 and Policies DM D2 and DMF1 and DMF2 of the Merton Sites and Policies Plan seek to ensure basement constructions are suitable in terms of drainage and structural impacts to the host and neighbouring properties.
- 7.42 The applicant has provided a Basement Construction Method Statement and a Drainage Strategy to demonstrate the proposed basement would be structurally sound and not result in drainage issues. LBM Basement Engineers have reviewed the application and are satisfied that the proposal can be built safely

without adversely affected the surrounding natural and built environment, including both neighbouring structures and the highway. Officers recommend a condition requiring further details on this element prior to the commencement of any works. The proposed basement would also require the necessary Building Control approval prior to commencement to further ensure the works would not result in a harmful impact to the surrounding area.

7.43 In regards to the drainage and flood risk impacts of the proposal, LBM Flood Risk Engineers have reviewed the application and their comments are integrated into the below assessment.

7.44 The site is not shown to be at risk of fluvial flooding or surface water flooding according to the Environment Agency flood maps. However, the impact of the basement construction must be assessed in terms of drainage. The proposed drainage strategy for the site limits surface water runoff to no more than 2l/s, which requires a min of 10m<sup>3</sup> of attenuation storage. Geo-cellular storage is proposed as a tank in the rear garden with a vortex control device to limit flows.

The driveway, parking areas, external walkways and bin store will be formed in permeable paving with the remainder of the site. Details of the construction make up and specification for the permeable paving, attenuation tank and all drainage components will be required prior to construction, and this will be secured by way of suitably worded conditions as detailed at the end of the report.

#### Climate change, sustainable design and construction

7.45 London Plan policy 5.3 and CS policy CS13 & CS15 seek to ensure the highest standards of sustainability are achieved for developments which includes minimising carbon dioxide emissions, maximising recycling, sourcing materials with a low carbon footprint, ensuring urban greening and minimising the usage of resources such as water.

7.46 As per CS policy CS15, minor residential developments are required to achieve a 19% improvement on Part L of the Building Regulations 2013 and water consumption should not exceed 105 litres per person per day. Climate Change officers recommend to include a condition and informative which will require evidence to be submitted that a policy compliant scheme has been delivered prior to occupation.

#### Community Infrastructure Levy

7.47 The proposed development would be subject to the Community Infrastructure Levy (CIL). This would require a contribution of £115 per additional square metre of floor space to be paid to Merton Council and an additional £60 per additional square meter to be paid to the Mayor.

#### 7.48 Responses to objections

The majority of the issues raised by objectors are addressed in the body of the report but in addition, the following response is provided:

- Impacts on infrastructure, such as sewerage would be addressed through separate legislation.
- Whilst the basement element was introduced during the application process, adequate information was forthcoming prior to it being presented at PAC
- Each application is assessed on its individual merits and it is not considered this application would set a precedent, in planning terms.
- Given the proposal is for 8 units and is not a major scheme (10 or more residential dwellings), there is no scope to require affordable units
- Devaluation of property prices is not a material consideration
- The chimneys are not to be demolished as originally shown on the drawings
- All errors in initial drawings have been amended

## **8. CONCLUSION**

- 8.1 Officers consider the proposed development is acceptable in principle, providing a residential development at an increased density whilst not conflicting with other policy considerations within policy CS 14 of the Core Strategy 2011. The proposal, as amended, is considered to be well designed, appropriately responding to the surrounding context in terms of massing, heights, layout and materials and would not have a harmful impact on the visual amenities of the area. The proposal would not unduly impact upon neighboring amenity. The proposal would not unduly impact upon the highway network, including parking provisions. The proposal would achieve suitable refuse and cycle storage provisions, and would incorporate adequate measures to address climate change, sustainability and the protection of trees, subject to conditions.
- 8.2 The proposal is considered to accord with the relevant National, Strategic and Local Planning policies and guidance and approval could reasonably be granted in this case. It is not considered that there are any other material considerations which would warrant a refusal of the application.

## **RECOMMENDATION**

Grant planning permission subject to conditions.

### **Conditions:**

- 1) Standard condition [Commencement of development]: The development to which this permission relates shall be commenced not later than the expiration of 3 years from the date of this permission.

Reason: To comply with Section 91 (as amended) of the Town & Country Planning Act 1990.

- 2) Standard condition [Approved plans]: The development hereby permitted shall be carried out in accordance with the following approved plans: [Refer to the schedule on page 1 of this report].

Reason: For the avoidance of doubt and in the interests of proper planning.

- 3) Standard condition [Materials]: The facing materials to be used for the development hereby permitted shall be those specified in the approved drawings unless otherwise agreed in writing by the Local Planning Authority.

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 2016, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D2 and D3 of Merton's Sites and Policies Plan 2014.

- 4) Standard condition [use of flat roofs]: Access to the flat roofs of the development hereby permitted shall be for maintenance or emergency purposes only, and the flat roof shall not be used as a roof garden, terrace, patio or similar amenity area.

Reason: To safeguard the amenities and privacy of the occupiers of adjoining properties and to comply with the following Development Plan policies for Merton: policy 7.6 of the London Plan 2016, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D2 and D3 of Merton's Sites and Policies Plan 2014.

- 5) Standard condition [Refuse storage]: The development hereby approved shall not be occupied until the refuse and recycling storage facilities shown on the approved plans have been fully implemented and made available for use. These facilities shall thereafter be retained for use at all times.

Reason: To ensure the provision of satisfactory facilities for the storage of refuse and recycling material and to comply with the following Development Plan policies for Merton: policy 5.17 of the London Plan 2016, policy CS17 of Merton's Core Planning Strategy 2011 and policy DM D2 of Merton's Sites and Policies Plan 2014.

- 6) Standard condition [Cycle storage]: The development hereby permitted shall not be occupied until the cycle parking shown on the plans hereby approved has been provided and made available for use. These facilities shall be retained for the occupants of and visitors to the development at all times.

Reason: To ensure satisfactory facilities for cycle parking are provided and to comply with the following Development Plan policies for Merton: policy 6.13 of the London Plan 2016, policy CS18 of Merton's Core Planning Strategy 2011 and policy DM T1 of Merton's Sites and Policies Plan 2014.

- 7) Non-standard condition [Sustainability]: 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 not less than a 19% improvement on Part L of the Building Regulations 2013 and internal water usage 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 2016 and Policy CS15 of Merton's Core Planning Strategy 2011.

- 8) Amended standard condition [Demolition & Construction Method Statement]: No development shall take place until a Demolition and Construction Method Statement has been submitted to, and is approved in writing, by the Local Planning Authority to accommodate:
- Parking of vehicles of site operatives and visitors
  - Loading and unloading of plant and materials
  - Storage of construction plant and materials;
  - The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
  - Wheel cleaning facilities
  - Measures to control the emission of dust, dirt, smell and other effluvia;
  - Measures to control the emission of noise and vibration during construction/demolition
  - Non road mobile machinery compliance
  - A scheme for recycling/disposing of waste resulting from demolition and construction works

The approved details must be implemented and complied with for the duration of the demolition and construction period.

Reason: To ensure the safety of pedestrians and vehicles and the amenities of the surrounding area, and to comply with the following Development Plan policies for Merton: policies 6.3, 6.14 & 7.15 of the London Plan 2016, policy CS20 of Merton's Core Planning Strategy 2011 and policies DM T2 & DM EP2 of Merton's Sites and Policies Plan 2014.

- 10) Standard condition [Hardstandings]: The hardstanding hereby permitted shall be made of porous materials, or provision made to direct surface water run-off to a permeable or porous area or surface within the application site before the development hereby permitted is first occupied or brought into use.

Reason: Reason: To reduce surface water run-off and to reduce pressure on the surrounding drainage system in accordance with the following Development Plan policies for Merton: policy 5.13 of the London Plan 2016, policy CS16 of Merton's Core Planning Strategy 2011 and policy DMF2 of Merton's Sites and Policies Plan 2014.

- 11) Standard condition [Timing of construction]: No demolition or construction work or ancillary activities such as deliveries shall take place before 8am or after 6pm Mondays - Fridays inclusive, before 8am or after 1pm on Saturdays or at any time on Sundays or Bank Holidays.

Reason: To safeguard the amenities of the area and the occupiers of neighbouring properties and ensure compliance with the following Development

Plan policies for Merton: policy 7.15 of the London Plan 2016 and policy DM EP2 of Merton's Sites and Policies Plan 2014.

- 12) Standard condition [Vehicle parking]: The vehicle parking area (including any garages hereby approved) shown on the approved plans shall be provided before first occupation of the flats hereby approved and shall be retained for parking purposes for occupiers and users of the development and for no other purpose.

Reason: To ensure the provision of a satisfactory level of parking and comply with the following Development Plan policies for Merton: policy 6.13 of the London Plan 2016, policy CS20 of Merton's Core Planning Strategy 2011 and policy DM T3 of Merton's Sites and Policies Plan 2014.

- 13) Standard condition [Vehicle crossover]: No development shall commence until details of the proposed vehicular accesses to serve the development have been submitted in writing for approval to the Local Planning Authority. No works that are subject of this condition shall be carried out until those details have been approved, and the development shall not be occupied until those details have been approved and completed in full.

Reason: In the interests of the safety of pedestrians and vehicles and to comply with the following Development Plan policies for Merton: policies CS18 and CS20 of Merton's Core Planning Strategy 2011 and policies DM T2, T3, T4 and T5 of Merton's Sites and Policies Plan 2014.

- 14) Non-standard condition [Basement construction]: No works shall commence on site until the below documents have been submitted to and approved in writing by the planning authority.
- a) Site specific soil investigation report along with borehole logs and to determine ground conditions onsite and to assess groundwater. A standpipe for monitoring groundwater shall be installed.
  - b) Detailed Construction Method Statement produced by the respective Contractor/s responsible for the underpinning, temporary works, excavation and construction of the basement. This shall be reviewed and agreed by the Structural Engineer designing the basement.
  - c) Detailed design calculations of the underpinning retaining wall supporting the highway and adjoining properties in the temporary and permanent phase, and temporary propping works. The design of the piled wall retaining the highway boundary shall be carried out in accordance with Eurocodes. We recommend assuming full hydrostatic pressure to ground level. The soil parameters used in the design should be informed by the soil investigation report.
  - d) Underpinning sequence produced by the appointed underpinning Contractor.
  - e) Propping and de-propping sequence of the temporary works produced by the appointed Contractor.
  - f) Construction sequence drawings produced by the appointed Contractor.
  - g) Temporary works drawings and sections of the designed basement retaining walls.

h) Movement monitoring report produced by specialist surveyors appointed to install monitoring gauges to detect any movement of the highway/neighbouring properties from start to completion of the project works. The report should include the proposed locations of the horizontal and vertical movement monitoring, frequency of monitoring, trigger levels, and the actions required for different trigger alarms.

- 15) Non-standard condition [Drainage Scheme]: No development approved by this permission shall be commenced until a final detailed scheme for the provision of surface and foul water drainage has been submitted to and approved in writing by the local planning authority. The drainage scheme will dispose of surface water by means of a sustainable drainage system (SuDS) at a restricted runoff rate (no more than 2l/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. A CCTV will inform the final design to demonstrate the routing (line and level) and condition of all existing drainage runs. The final drainage scheme will be maintained in perpetuity by the applicant unless adopted by Thames Water.

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

- 16) Non-standard condition [Drainage during construction]: Prior to the commencement of development, the applicant shall submit a detailed proposal on how drainage and groundwater will be managed and mitigated during construction and post construction (permanent phase), for example through the implementation of passive drainage measures around the basement structure as recommended within the submitted BIA.

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) Amended standard condition [Tree protection]: The details and measures for the protection of the existing trees as specified in the approved document 'Arboricultural Impact Assessment' dated '7 June 2019' reference 'EAS-010.01' shall be complied with. The methods for the protection of the existing trees shall fully accord with all of the measures specified in the report and shall be installed prior to the commencement of any site works and shall remain in place until the conclusion of all site works.

Reason: To protect and safeguard the existing trees in accordance with the following Development Plan policies for Merton: policy 7.21 of the London Plan 2016, policy CS13 of Merton's Core Planning Strategy 2011 and policies DM D2 and 02 of Merton's Sites and Policies Plan 2014.

- 18) Standard condition [Site supervision]: The details of the Arboricultural Method Statement and Tree Protection Plan shall include the retention of an arboricultural expert to supervise, monitor and report to the LPA not less than monthly the status of all tree works and tree protection measures throughout the course of the construction period. At the conclusion of the construction period the arboricultural expert shall submit to the LPA a satisfactory completion statement to demonstrate compliance with the approved protection measures.

Reason: To protect and safeguard the existing retained trees in accordance with the following Development Plan policies for Merton: policy 7.21 of the London Plan 2016, policy CS13 of Merton's Core Planning Strategy 2011 and policy DMO2 of Merton's Sites and Policies Plan 2014.

- 19) Standard condition [Landscaping]: Full details of a landscaping scheme shall be submitted to and approved in writing by the LPA and these works shall be carried out in the first available planting season following the completion of the development or prior to the occupation of any part of the development, whichever is the sooner. The details shall include on a plan, the size, species, spacing, quantities and location of the plants, such details shall include the replacement TPO tree. Any trees which die within a period of 5 years from the completion of the development, are removed or become seriously damaged or diseased or are dying, shall be replaced in the next planting season with others of the same approved specification, unless the LPA gives written consent to any variation.

Reason: To enhance the appearance of the development in the interest of the amenities of the area, to ensure the provision sustainable drainage surfaces and to comply with the following Development Plan policies for Merton: policies 5.1, 7.5 and 7.21 of the London Plan 2016, policies CS13 and CS16 of Merton's Core Planning Strategy 2011 and policies DM D2, DM F2 and DM O2 of Merton's Sites and Policies Plan 2014.

- 20) Prior to the first occupation of the dwellings hereby permitted, the window to bedroom 2 of Flat 7, the side facing living room/kitchen window of Flat 7 and the side facing bedroom window of Flat 8, shall be obscurely glazed up to an internal floor to sill height of no less than 1.7m and shall be retained as such thereafter.

Reason: To safeguard the amenities of the area and the occupiers of neighbouring properties and ensure compliance with the following Development Plan policies for Merton: policy 7.15 of the London Plan 2016 and policy DM D2 of Merton's Sites and Policies Plan 2014.

- 21) The development hereby approved shall not be occupied until scaled drawings at a scale of 1:50 showing the means of enclosure and access to the bin store (i.e. the form of any access gate and bin enclosure) have been submitted to and approved in writing by the LPA. The approved means of enclosure shall be implemented prior to the first occupation of the dwellings hereby approved and shall be retained thereafter.

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 2016, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D2 and D3 of Merton's Sites and Policies Plan 2014.

**Informatives:**

1) INFORMATIVE

In accordance with paragraphs 38 and 39 of the National Planning Policy Framework 2019, The London Borough of Merton takes a positive and proactive approach to development proposals focused on solutions. The London Borough of Merton works with applicants or agents in a positive and proactive manner by suggesting solutions to secure a successful outcome; and updating applicants or agents of any issues that may arise in the processing of their application. In this instance, the application has been amended following concerns from Officers and the Planning Committee considered the application where the applicant or agent had the opportunity to speak to the committee and promote the application.

2) INFORMATIVE

Carbon emissions evidence requirements for Post Construction stage assessments must provide:

- Detailed documentary evidence confirming the Target Emission Rate (TER), Dwelling Emission Rate (DER) and percentage improvement of DER over TER based on 'As Built' SAP outputs (i.e. dated outputs with accredited energy assessor name and registration number, assessment status, plot number and development address); **OR**, where applicable:
- A copy of revised/final calculations as detailed in the assessment methodology based on 'As Built' SAP outputs; **AND**
- Confirmation of Fabric Energy Efficiency (FEE) performance where SAP section 16 allowances (i.e. CO2 emissions associated with appliances and cooking, and site-wide electricity generation technologies) have been included in the calculation

3) INFORMATIVE

Water efficiency evidence requirements for Post Construction Stage assessments must provide:

- Detailed documentary evidence representing the dwellings 'As Built'; showing:
  - The location, details and type of appliances/ fittings that use water in the dwelling (including any specific water reduction equipment with the capacity / flow rate of equipment); and
  - The location, size and details of any rainwater and grey-water collection systems provided for use in the dwelling; along with one of the following:
    - Water Efficiency Calculator for New Dwellings; **or**
    - Written confirmation from the developer that the appliances/fittings have been installed, as specified in the design stage detailed documentary evidence; **or**

- Where different from design stage, provide revised Water Efficiency Calculator for New Dwellings and detailed documentary evidence (as listed above) representing the dwellings 'As Built'

4) INFORMATIVE

No surface water runoff should discharge onto the public highway including the public footway or highway. When it is proposed to connect to a public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required (contact no. 0845 850 2777).

- 5) No waste material, including concrete, mortar, grout, plaster, fats, oils and chemicals shall be washed down on the highway or disposed of into the highway drainage system.

6) INFORMATIVE

This permission creates one or more new units which will require a correct postal address. Please contact the Street Naming & Numbering Officer at the London Borough of Merton:

Street Naming and Numbering (Business Improvement Division)  
Corporate Services  
7th Floor, Merton Civic Centre  
London Road  
Morden  
SM4 5DX  
Email: [street.naming@merton.gov.uk](mailto:street.naming@merton.gov.uk)

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