

PLANNING APPLICATIONS COMMITTEE
20th August 2020

Item No:

UPRN

APPLICATION NO.

DATE VALID

20/P1275

08/04/2020

Address/Site:

115 Graham Road, Wimbledon, SW19 3SP

(Ward)

Dundonald

Proposal:

Erection of an additional storey and creation of 2 x 1 bedroom flats

Drawing Nos:

2005 A L01.03(C), L01.05(C), L03.02(C), L03.03(C), L04.02(C), L04.03(C), L04.04(C), L04.05(C),

Contact Officer:

David Gardener (0208 545 3115)

RECOMMENDATION

GRANT Planning Permission Subject to a S106 Agreement and Conditions

CHECKLIST INFORMATION

- Heads of agreement: Permit free
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice: No
- Site notice: Yes
- Design Review Panel consulted: No
- Number of neighbours consulted: 38
- External consultations: None

1. INTRODUCTION

- 1.1 The application has been brought before the Planning Applications Committee due to the number and nature of representations received as a result of public consultation.

2. SITE AND SURROUNDINGS

- 2.1 The application site comprises a three-storey block of six flats, built in the 1970s, which is located on the southwest side of Graham Road, Wimbledon.

The block of flats features a flat roof and comprises brick and timber facing materials.

- 2.2 Six off-street car parking spaces are provided in garages at the rear of the site with vehicular access from Graham Road.
- 2.3 The site is not located in a Conservation Area. The site is also located in a controlled parking zone (Zone W4) and has excellent access to public transport (PTAL = 6a).

3. CURRENT PROPOSAL

- 3.1 The application proposes the erection an additional storey comprising 2 x 1 bedroom (2 person) flats.
- 3.2 Facing materials currently proposed comprise standing seam lead to front and rear elevation dormer windows, slate tile to mansard roof, matching brick to side elevations, and grey aluminium clad windows.
- 3.3 No off-street car parking spaces are proposed.
- 3.4 Amenity space for each unit would be a minimum of 5sqm. The application also proposes to create private amenity space for the two ground floor flats at the rear of the building.
- 3.5 Refuse storage would be located in front of the building and a new bicycle store, with capacity for both existing and proposed flats would be located at the rear of the building.
- 3.6 This is the second submission for the extension of the building following a previous refusal (LBM Ref: 19/P3732) earlier this year. The key differences are the proposed flats have been reduced in size from 2 to 1 bedrooms, The extension has been reduced in size with the front elevation comprising a mansard sloping at a slightly shallower angle, the roof now comprising a shallow twin pitch element rather than being entirely flat, and a mansard on the rear elevation which was previously a vertical brick facing wall. The current proposal also comprises flats with private balconies at the rear which the rear mansards are set back behind.
- 3.7 The proposal has been amended since it was first submitted with further improvements proposed including new entrance doors, new windows to centrally located stairway, existing window bay cladding replaced, and new perimeter wall fronting the street. The bin storage area has been relocated from in front of the building to the rear.

4. PLANNING HISTORY

The following planning history is relevant:

- 4.1 MER1113/71 – Erection of 6 self-contained flats with off-street parking. Granted - 12/01/1972
- 4.2 MER730/72 - Extension at rear of 3 storey block of flats. Granted - 06/09/1972
- 4.3 In 2016 pre-application advice was sought (Ref: 16/P2669) for the erection of an additional storey to existing building to create 2 x residential units.
- 4.4 19/P3732 - Erection of an additional storey to existing building to create 2 x 2 bed flats, including rear roof terrace. Refused, 20/12/2019, for the following reasons:
- 1) The proposal would be excessive in terms of height, bulk, massing and would have an unsympathetic design to the detriment of the character and appearance of the existing building and the Graham Road streetscene contrary to policies DM D2 and DM D3 of the Adopted Sites and Policies Plan and Policies Maps (July 2014).
 - 2) The proposal would fail to provide a satisfactory standard of accommodation for future occupants with the flats providing insufficient sized private amenity space contrary to policy DM D2 of the Sites & Policies Plan & Policies Map 2014, C.S 14 of the Core Planning Strategy 2011 and policy 3.5 of the London Plan 2016.
 - 3) The proposal would be visually intrusive and overbearing to the detriment of occupiers of No. 117 Graham Road contrary to policy DM D2 of the Sites & Policies Plan & Policies Map 2014.
 - 4) The proposed development would result in 2 additional residential units. Given the site has excellent access to public transport and is located in a controlled parking zone (Zone W4) the proposal would have a significant impact on on-street parking in surrounding streets. As there is no legal agreement in place for the units to be permit free the proposal would be contrary to the requirements of policy CS. 20 of the London Borough of Merton Core Planning Strategy (July 2011).
- 4.5 In February 2020 pre-application advice was sought for a single storey extension to the block of flats (Ref: 20/P0508)

5. POLICY CONTEXT

- 5.1 The following policies from the Adopted 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 F2 (Sustainable urban drainage systems (SuDS) and; Wastewater and Water Infrastructure), DM H2 (Housing Mix), DM O2 (Nature Conservation, Trees, hedges and landscape features), DM T1 (Support for sustainable transport and active travel), DM T3 (Car parking and service standards)

- 5.2 Adopted Core Strategy (July 2011)
CS.13 (Open space, nature conservation, leisure and culture), CS.14 (Design), CS.15 (Climate Change), CS.20 (Parking, Servicing and Delivery)
- 5.3 London Plan (March 2016) are:
3.3 (Increasing Housing Supply), 3.5 (Quality and Design of Housing Developments), 3.8 (Housing Choice), 5.3 (Sustainable Design and Construction), 6.13 (Parking)
- 5.4 Mayor's Housing Supplementary Planning Guidance (March 2016)
- 5.5 DCLG Technical Housing Standards – nationally described space standard March 2015
- 5.7 National Planning Policy Framework (2019)

6. CONSULTATION

- 6.1 The application has been publicised by means of a site notice procedure with individual letters also sent to occupiers of neighbouring properties. In response, seven letters of objection were received on the following grounds:
 - Lack of engagement from freeholder
 - Proposed private amenity areas for ground floor flats would encroach on communal land
 - Car currently park in front of garages so there would be no room to manoeuvre cars
 - Disruption of building work on existing occupants
 - Inaccurate drawings
 - Out of proportion with surrounding buildings/design not in keeping with existing building
 - Visually intrusive/overbearing/excessive bulk and height
 - loss of daylight/sunlight and privacy
 - Lack of space to rear to provide proposed amenities
 - Highway safety during construction
 - Impact on existing building infrastructure
- 6.2 Following receipt of the proposed amendments a further re-consultation was carried out. In response one further letter of objection was received reiterating previous concerns.
- 6.2 Future Merton - Transport Planning
- 6.3 No objections subject to conditions relating to bicycle parking, submission of construction logistics plan, and S106 requiring the development is permit free.

7. PLANNING CONSIDERATIONS

The main planning considerations concern the design and appearance of the extension, standard of accommodation to be provided, impact of the development upon residential amenity, and traffic/parking issues.

7.2 Design and Impact on Graham Road Streetscene

- 7.21 The National Planning Policy Framework (NPPF) states that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. The regional planning policy advice in relation to design is found in the London Plan (2015), in Policy 7.4 - Local Character and 7.6 - Architecture. These policies state that Local Authorities should seek to ensure that developments promote high quality inclusive design, enhance the public realm, and seek to ensure that development promotes world class architecture and design. Policies DM D2 and DM D3 seek to ensure a high quality of design in all development, which relates positively and appropriately to the siting, rhythm, scale, density, proportions, height, materials and massing of surrounding buildings and existing street patterns, historic context, urban layout and landscape features of the surrounding area.
- 7.22 This part of Graham Road is characterised by buildings with relatively consistent building heights. The current building is three storeys with a flat roof whilst other buildings along the road are 2/3 storeys with twin pitch roofs. It should be noted that the adjoining property, No.113 is two and a half storeys with a twin pitch roof incorporating roof space accommodation, whilst the pair of semi-detached properties, Nos. 117 and 119, located on the side of the site are two storeys with twin pitch gable roofs addressing the street.
- 7.23 This is the second submission for the extension of the building following a previous refusal (LBM Ref: 19/P3732) earlier this year. The previous application was partially refused because it was considered that it would be excessive in terms of height, bulk, massing and would have an unsympathetic design to the detriment of the character and appearance of the existing building and the Graham Road streetscene. The key differences between the current and previous application include the reduction in size of the proposed extension with the mansard sloping at a slightly shallower angle, the roof now comprising a shallow twin pitch element rather than being entirely flat, and a mansard on the rear elevation which was previously a vertical brick facing wall. The current proposal also comprises flats with private balconies at the rear which the rear mansards are set back behind. It is considered that these amendments are sufficient to address the previous concerns regarding the proposed bulk and massing of the extension, whilst it should also be noted that the proposal would not exceed the height of No.115.
- 7.24 It is also considered that the current proposal is a higher quality design than the previously refused application. The existing building is a poor quality design and it is considered that the previous design which would have had a similar design approach would have simply compounded its negative impact on the Graham Road streetscene. It is considered that the proposed design which would have a high quality contemporary design approach featuring standing

seam lead to front and rear elevations and grey vertical aligned grey aluminium clad fenestration addresses this concern, improving the building's appearance when viewed from the street. It should also be noted that further improvements to the front elevation including new entrance doors, new windows to centrally located stairway, existing window bay cladding replaced, and new perimeter wall fronting the street are proposed which will further modernise the building when viewed from the street. Overall, it is considered that the proposal would comply with policies DM D2 and DM D3 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) and as such is considered to be acceptable in terms of visual amenity.

7.3 Standard of Accommodation

- 7.31 Policy 3.5 of the London Plan 2016 and the Department for Communities and Local Government 'Technical housing standards – nationally described space standard' set 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.
- 7.32 The proposed flats would be 50sqm and 48sqm. Although the 48sqm flat would be 2sqm below the minimum space standard for a 1 bedroom (2 person) flat it is not considered to warrant a refusal of the application given it would be only marginally below the required size and the development is restricted by the current building's floorplate. It should also be noted that each habitable room provides good outlook, light and circulation, and as such it is considered the proposal would provide a satisfactory standard of accommodation. In addition, the proposed flats would provide a minimum of 5sqm of private amenity space required by policy DM D2. The proposal would therefore comply with policy 3.5 of the London Plan (March 2016), CS.14 of the Core Planning Strategy (July 2011) and DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) in terms of standard of accommodation.

7.4 Residential Amenity

- 7.41 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.

7.42 The rear elevation of the building extends beyond both the ground and first floor rear elevations of No.117. The previous proposal was considered to be visually intrusive and overbearing when viewed from No. 117 Graham Road due to its excessive height, bulk, massing and unsympathetic design. It is considered that the current proposal addresses these concerns with the rear elevation now comprising a mansard roof which is set back behind the private balconies of the proposed flats reducing its visual impact when viewed from No.117. It is considered that due to the size and location of the extension in relation to No.113, with No.113 also having a deeper rear building line, that it would not be visually intrusive when viewed from this building. To reduce overlooking from the rear balconies a condition requiring protective screening on the balcony sides will be attached to any permission. The proposal therefore is considered comply with relevant planning policy with regards to neighbouring amenity.

7.5 Parking and Traffic

7.51 Policy CS.18 of the Core Planning Strategy states that the Council will promote active transport by supporting schemes that prioritise the access and safety of pedestrian, cycle and other active transport modes. Policy CS.18 also encourages design that provides attractive, safe, covered cycle storage, cycle parking and other facilities (such as showers, bike cages and lockers). 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.

7.52 No off street car parking is proposed which is considered acceptable as Policy 6.13 of the London Plan states that all developments in areas of good public transport accessibility in all parts of London should aim for significantly less than 1 space per unit. The application site is located in an area of high demand for on-street car parking spaces and as such on-street parking is regulated by controlled parking zone W4. It should also be noted that it is considered that the application site has excellent public transport accessibility (PTAL = 6a) given its location close to Wimbledon Town Centre. It is considered that due to the creation of 2 x 1 bedroom flats in an area of high existing car parking pressures, as required by Merton's adopted Core Planning Strategy policy CS20 (Parking, Serving and delivery), it is necessary to the acceptability of the development that it should be 'permit free'.

7.53 A total of 10 secure bicycle spaces would be provided at the rear of the site. This would provide the minimum number of spaces required by policy 6.13 of the London Plan, including the provision of sufficient spaces for occupants of existing flats. Overall, the proposal accords with relevant transport planning policies.

7.6 Sustainable design and construction

7.61 London Plan policy 5.3 and CS policy 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.

- 7.62 The proposed development would need to comply with Core Strategy policy CS15, minor residential developments by achieving a 19% improvement on Part L of the Building Regulations 2013 and water consumption not exceeding 105 litres/person/day. The proposal would result in a large flat roof pane which could likely accommodate solar PV in a south-westerly direction. The Council's standard condition is to be applied in order to secure compliance with the policy.

7. SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS

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

8. LOCAL FINANCIAL CONSIDERATIONS

- 8.1 The proposal would result in a net gain in gross floor space and as such will be liable to pay both the Mayoral and Merton Community Infrastructure Levies (CIL). The funds will be spent on the Crossrail project, with the remainder spent on strategic infrastructure and neighbourhood projects.

9. SECTION 106 LEGAL AGREEMENT

9.1 Permit Free

- 9.2 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.

- 9.3 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>

10. CONCLUSION

- 10.1 The proposal would provide an acceptable standard of accommodation, and is considered acceptable in terms of design, massing and siting, and would not have a detrimental impact on neighbouring amenity. The proposal would make a small modest contribution to the housing supply, in a sustainable location. Overall, the proposal is of a sufficiently high quality that would be acceptable in the Graham Road streetscene and accordingly, it is recommended that planning permission is granted.

RECOMMENDATION

GRANT PLANNING PERMISSION

Subject to a S106 legal agreement with the following heads of terms:

1. That the residential units are 'Permit Free';
2. The developer agreeing to meet the Council's costs of preparing, drafting and monitoring the Section 106 Obligations.

And the following conditions:

1. A.1 (Commencement of Development)
2. B.1 (External Materials to be Approved)
3. B.4 (Details of Site/Surface Treatment)
4. B.5 (Details of Walls/Fences and screening to balconies)
5. B.6 (Levels)
6. C.10 (Hours of Construction)
7. F.1 (Landscaping/Planting Scheme)
8. F.2 (Landscaping (Implementation))
9. H6 (Cycle Parking – Details to be Submitted)
10. H13 (Construction Logistics Plan)
11. The proposed new entrance doors, new windows to centrally located stairway, existing window bay cladding replaced, new perimeter wall fronting the street, and two ground floor rear outdoor amenity spaces shown on the approved plans shall be completed prior to occupation of the first flat hereby approved.

Reason: To ensure a satisfactory appearance of the development and to comply with policy CS14 of Merton's Core Planning Strategy 2011 and policies DM, D2 and D3 of Merton's Sites and Policies Plan 2014.
12. Refuse and recycling – implementation
13. Sustainable design and construction.

