

PLANNING APPLICATIONS COMMITTEE
16th June 2022

Item No:

UPRN

APPLICATION NO.

DATE VALID

22/P0479

14/03/2022

Address/Site:

43 Woodside, Wimbledon, SW19 7AF

(Ward)

Hillside

Proposal:

Change of use from dwellinghouse (Use Class C3) to House of Multiple Occupation (HMO) (Sui Generis Use Class) for 8 x occupants, alongside the erection of a new garage in the rear garden.

Drawing Nos:

S-01, S-04, S-05 & S-06

Contact Officer:

David Gardener (0208 545 3115)

RECOMMENDATION

GRANT Planning Permission Subject to Conditions and S106 Agreement

CHECKLIST INFORMATION

- Heads of agreement: Permit free
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice: No
- Site notice: Yes
- Design Review Panel consulted: No
- Number of neighbours consulted: 17
- External consultations: None

1. INTRODUCTION

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

2. SITE AND SURROUNDINGS

- 2.1 The application site comprises a detached eight bedroom dwelling arranged over three floors (ground, first floor and roofspace accommodation). The site is

located on the south side of Woodside, at the junction with Worcester Road, Wimbledon. The site is not located in a conservation area.

- 2.2 The site currently provides one off-street car parking space in the rear garden, which is accessed from Worcester Road.
- 2.3 The surrounding area is predominantly residential, comprising a mixture of purpose built blocks of flats and houses. Willington Preparatory School is located approx. 20m from the site along Worcester Road.
- 2.4 The site has excellent public transport accessibility (PTAL 6a) and is also located in a controlled parking zone (zone W2).

3. CURRENT PROPOSAL

- 3.1 The application is for change of use of existing dwelling (Use Class C3) to House of Multiple Occupation (HMO) (Sui Generis Use Class) for 8 occupants. The HMO would comprise 8 single bedrooms at ground floor, first floor and roof level. No extensions are proposed.
- 3.2 A garage is proposed in the rear garden, where the existing off-street car parking space is currently located. The garage would feature a flat roof, which is 2.4m in height, and comprises brick external materials. Bicycle storage for 8 bicycles would be located in the rear garden.

4. PLANNING HISTORY

- 4.1 No planning history.

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 EP2 (Reducing and mitigating noise), DM H2 (Housing Mix), DM H5 (Student housing, other housing with share facilities and bedsits), DM O2 (Nature Conservation, Trees, hedges and landscape features), DM T1 (Support for sustainable transport and active travel), DM T2 (Transport impacts of development), DM T3 (Car parking and servicing standards)
- 5.2 Adopted Core Strategy (July 2011): CS.8 (Housing Choice), CS.9 (Housing Provision), CS.14 (Design), CS.15 (Climate Change), CS.18 (Active Transport), CS.19 (Public Transport), CS.20 (Parking, Servicing and Delivery)
- 5.3 The relevant policies in the London Plan (March 2021) are: D1 (London's form, character and capacity for growth), D3 (Optimising site capacity through the design-led approach), D4 (Delivering good design), D5 (Inclusive design), D6 (Housing quality and standards), H1 (Increasing housing supply), H9 (Ensuring the best use of stock), T4 (Assessing and

mitigating transport impacts), T5 (Cycling), T6.1 (Residential parking), T7 (Deliveries, servicing and construction)

- 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 2021
- 5.7 Other Documents: London Borough of Merton Houses in Multiple Occupation (HMO) Requirements (Revised July 2021)

6. CONSULTATION

6.1 The application was originally publicised by individual letters sent to occupiers of neighbouring properties. In response, 10 letters of objection were received including an objection letter from the Wimbledon East Hillside Residents' Association (WEHRA). The letters of objection were on the following grounds:

- Noise and antisocial behaviour/House has been unlawfully used as an HMO, which has resulted in complaints to the Council
- Loss of family dwelling/Out of character with surrounding area/
- Proposed number of occupants is excessive and overdevelopment
- Inadequate kitchen, dining and bathroom facilities
- Inadequate refuse facilities
- Inadequate size garden
- Inappropriate location of proposed side entrance/security concerns and potential increase in crime
- Increased parking pressure
- Poor precedent
- Located opposite a primary school
- Occupiers of HMO's are generally transient and don't involve themselves in local community

6.2 Wimbledon East Hillside Residents' Association (WEHRA)

A Large HMO would change the nature of the housing in the area, that is mainly privately owned or rented family houses, create a poor precedent, increase noise, and result in the loss of a family home. The proposed HMO will also accommodate short term occupiers, likely to be less involved in the community. The proposed HMO would also offer inadequate kitchen, bathroom and refuse facilities and private amenity space. Proposed new side entrance is a security concern and could result in increased crime. Increased parking pressure due to large number of occupants.

7. PLANNING CONSIDERATIONS

7.1 The planning considerations for the proposal relate to the principle of development, impact of the proposed works on the character and appearance

of the host building and surrounding area, and the impact upon neighbour amenity, highways and parking issues, refuse and cycle storage.

7.1 Principle of Development

7.2 Policy CS 8 states that the Council will seek the provision of a mix of housing types, sizes and tenures at a local level to meet the needs of all sectors of the community. This includes the provision of family sized and smaller housing units, provision for those unable to compete financially in the housing market sector and for those with special needs. Property managed and regulated Houses in Multiple Occupation can offer good quality affordable accommodation to people who cannot afford to buy their own homes and are not eligible for social housing.

7.3 Policy DM H5 of the Site and Policies (July 2014) aims to create socially mixed communities, catering for all sectors of the community by providing a choice of housing with respect to dwelling size and type in the borough. The policy states that Houses in Multiple Occupation Housing will be supported provided that the following criteria are met:

- i. The proposal will not involve the loss of permanent housing;

The current lawful use of the existing application property is as a single dwelling and the current application involves the use of existing rooms. A house in multiple occupation is a form of permanent housing where occupants have their own bedrooms, have access to shared facilities and take care of their own everyday needs. Paragraph 2.59 in the Supporting text to the policy also states that short stay accommodation is intended for occupancy of less than 90 days. The proposal is therefore, considered acceptable in regards to this criteria.

- ii. The proposal will not compromise the capacity to meet the supply of land for additional self-contained homes;

The current application involves the use of existing building and will therefore not compromise any capacity to meet the supply of land for additional self-contained homes.

- iii. The proposal meets an identified local need;

The Merton Strategic Housing Market Assessment was commissioned by the Council to guide the Council's future housing policies including the adopted Sites and Policies Plan.

The report of the Housing Market Assessment findings advises that "Much of the growth of extra households in both the low and high estimates is expected to be single persons. For the low estimates there is projected to be a rise of 6,900 in number of non-pensioner single person households and 1,900 single pensioners in the period 2006-2026. The high estimates show there are projected to be rises of 7,900

non-pensioner single person households and 2,600 single pensioners". The assessment further advises that "The implication of this situation for younger person single households is that they create demand for the private rented sector and this in turn drives its growth. Given that the income of many single people is below the threshold for market housing there would be a considerable demand for intermediate affordable housing". The Housing Market Assessment found that much of the growth of extra households is expected to be single persons. The proposal is therefore considered to meet an identified local need.

- iv. The proposal will not result in an overconcentration of similar uses detrimental to residential character and amenity;

The application site is in an area of predominantly family housing and the submitted proposal for the house in multiple occupation will increase the range of residential accommodation that is available locally. Please note that the Housing Strategy Statistical Appendix (HSSA) 2007 for Merton estimated that only 0.55% of Merton's population live in communal residences whereas the London average was 1.8%, which means there is a significantly lower concentration of this type of accommodation in Merton compared to the rest of London. It is therefore considered that the proposal will not result in an overconcentration of similar uses and will not be detrimental to residential character. The impact of amenity is considered later will this assessed further later in this report.

- v. The proposal complies with all relevant standards;

The proposal complies with relevant standards including those set out in the London Borough of Merton Houses in Multiple Occupation (HMO) Requirements (Revised July 2021)

- vi. The proposal is fully integrated into the residential surroundings;

The current application does involve the erection of a rear garage; however, the garage is suitably designed to respect the visual amenities of the area. It is therefore considered that the proposal is fully integrated into the residential surroundings.

- 7.4 The Mayor of London Supplementary Planning Guidance (2016) on housing advises that "Outside London they are sometimes associated with concentrations of particular types of occupier e.g. students, leading to concerns about the social mix of some localities. In London, the occupier profile tends to be more broadly based and HMOs play a particularly important role in supporting labour market flexibility (especially for new entrants), and in reducing pressure on publicly provided affordable housing. However, as elsewhere in the country, their quality can give rise to concern".

7.3 **Visual amenity**

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

7.5 It is considered that the proposal is acceptable in terms of its visual appearance with the proposed garage being the only external works. The proposed garage would front Worcester Road and is located where the existing car port is adjacent to the existing garage at the rear of No.38 Alwyne Road. The garage is sympathetically designed, featuring a flat roof and brick walls. The proposal does not involve any external alterations to the main house.

7.7 Residential Amenity

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

7.9 It is considered that the proposed development will have a limited impact on neighbour amenity. The proposed garage would be located adjacent to the garage of No.38 Alwyne Road, which is located to the rear of the site, and approx. 6.3m from the side boundary with No. 44 Woodside.

7.10 With regards to the potential for noise and disturbance, it is considered that there would not be an excessive number of occupants with the HMO providing accommodation for a similar number of occupants as existing with only one occupant per bedroom. There also appears to be no other HMOs located in the near vicinity and as such it would not result in an overconcentration of this type of accommodation.

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 It is considered that the proposal would provide a satisfactory standard of accommodation. The proposed bedrooms, which will be between 11 and 19.3sqm, and dining/kitchen area which will be 25.5sqm are an acceptable size, whilst all the rooms would receive adequate levels of daylight/sunlight and outlook. A large communal bathroom would be provided at first floor level, WC at ground floor level, whilst 3 bedrooms would feature an en-suite. A communal garden is also provided at the rear. It should be noted that the proposal would

comply with the London Borough of Merton Houses in Multiple Occupation (HMO) Requirements (Revised July 2021).

7.19 Parking and Traffic

- 7.20 The application site has very good level of accessibility to public transport with a PTAL rating of 6a with the site located a short distance from a number of bus routes and Wimbledon Railway Station. The application site is also located in a Controlled Parking Zone (Zone W2) and as such is located in an area of the borough subject to high parking stress.
- 7.21 The proposal would provide one off street car parking space at the rear of the site, which is considered acceptable given this space already exists. Given the proposal would likely accommodate a higher number of adult occupiers there will likely be an increase in on-street car parking demand. It is therefore considered that the proposed use would require the applicant to enter into a S106 Agreement to ensure the HMO accommodation is 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.
- 7.24 London Plan Policy T5 requires 1 long stay space per 1 bedroom (1 person) dwelling of cycle parking, which means a total of 8 spaces should be provided. It is considered that the proposal would comply with this policy with 8 secure covered cycle spaces provided at the rear of the property.
- 7.26 Overall, it is considered that the proposal would comply with relevant planning policy relating to traffic and parking.

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.

11. CONCLUSION

- 11.1 It is considered that the proposed HMO would offer good quality affordable accommodation to people who cannot afford to buy their own homes and are not eligible for social housing. The proposal would also have an acceptable impact on visual and residential amenity and traffic and parking. Overall, it is considered that the proposal would comply with all relevant planning policies and as such planning permission should be granted.

RECOMMENDATION

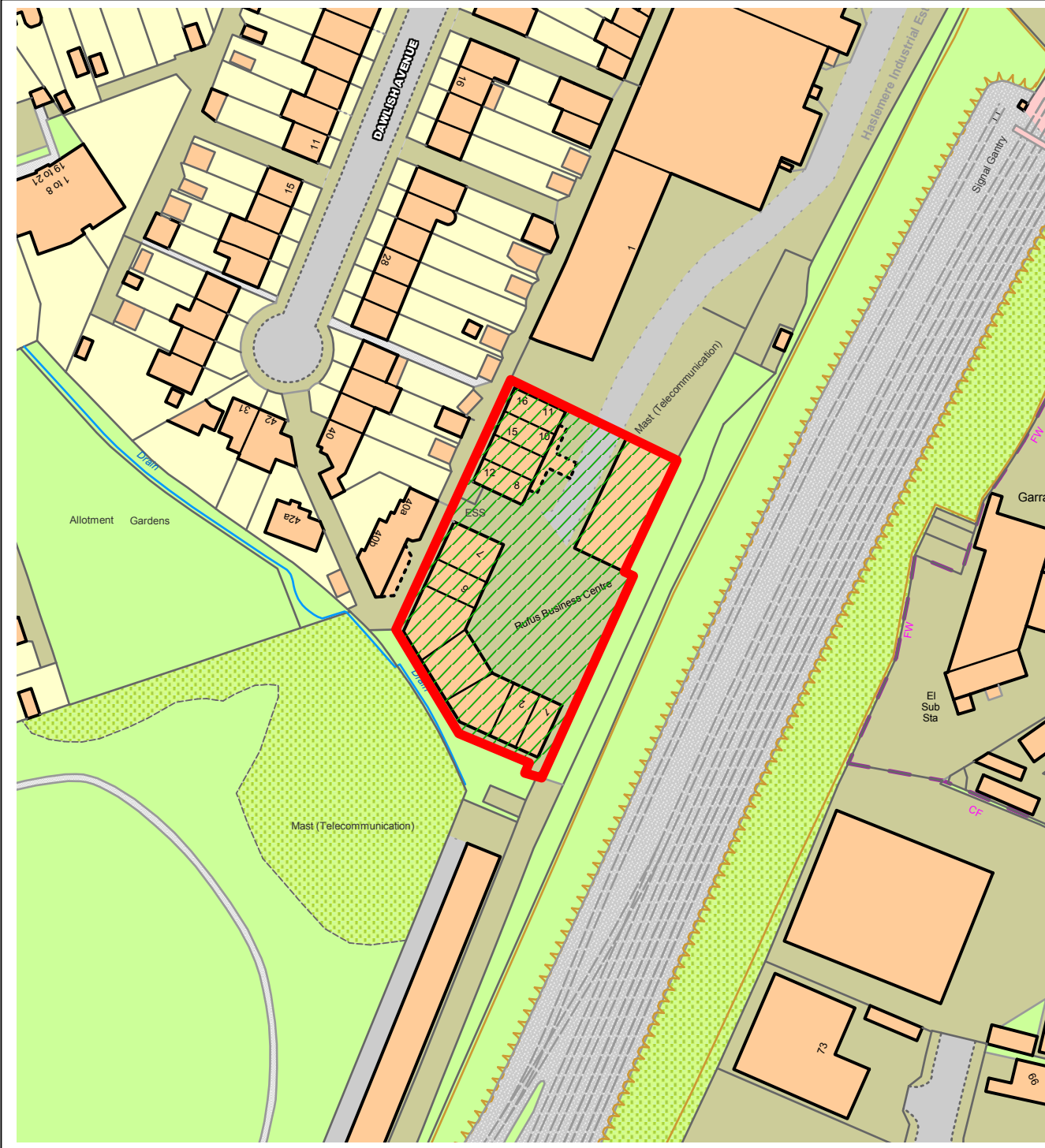
GRANT PLANNING PERMISSION subject to the completion of a S106 agreement covering the following heads of terms:

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

And subject to the following conditions:

1. A.1 (Commencement of Development)
2. A.7 (Approved plans)
3. B.3 (External materials as specified)
4. C.6 (Refuse & Recycling (Details to be submitted))
5. C.10 (Construction Times)
6. H.7 (Cycle parking to be implemented)

NORTHGATE SE GIS Print Template



This material has been reproduced from Ordnance Survey digital map data with the permission of the controller of Her Majesty's Stationery Office, © Crown Copyright.

This page is intentionally left blank