

**PLANNING APPLICATIONS COMMITTEE
16 JUNE 2016**

<u>UPRN</u>	<u>APPLICATION NO.</u>	<u>DATE VALID</u>
	16/P0092	19/02/2016

Address/Site 52 Gladstone Road, Wimbledon SW19 1QT

(Ward) **Dundonald**

Proposal: Conversion of existing 2-bed house into 1 x 2 and 1 x 3 bedroom flats, involving erection of a single storey rear extension, two storey side infill extension, replacement of existing hipped roof with gable ended roof with rear mansard roof extension with increase in ridge height by 200MM and 2 x dormer windows and two roof lights to front roof elevation and erection of rear external staircase to provide access to the garden

Drawing Nos 52GR/CD/01, 02a, 13e, 14e, 15e, 16b, 17c, 18, 19, 20b, 21b, 22b, 23a, 24, 25, 26, 27, 28 29 and Design and Access Statement

Contact Officer: Richard Allen (8545 3621)

RECOMMENDATION

GRANT Planning Permission subject to conditions

CHECKLIST INFORMATION

- Heads of agreement: Yes
- Is a screening opinion required: No
- Is an Environmental impact statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice- No
- Site notice-Yes
- Design Review Panel consulted-No
- Number neighbours consulted – 4
- External consultants: None
- Density: n/a
- Number of jobs created: n/a

- Archaeology Priority Zone: No

1. **INTRODUCTION**

- 1.1 This application has been brought to the Planning Applications Committee at the request of Councillor Grocott.

2. **SITE AND SURROUNDINGS**

- 2.1 The application site comprises a two storey, two bedroom end of terrace property situated on the east side of Gladstone Road. The surrounding area is residential in character. The application site is not within a conservation area.

3. **CURRENT PROPOSAL**

- 3.1 As originally submitted the application proposed the conversion of the property into three flats (2 x 2 bedroom flats and 1 x studio flat). Following discussions with officers the application was amended to convert the property into two flats (1 x 2 bedroom and 1 x 3 bedroom flats) involving the erection of a single storey rear extension, two storey side infill extension, replacement of existing hipped roof with gable ended roof with rear mansard roof extension involving increasing the ridge height by 200MM incorporating 2 x dormer windows, two roof lights to front roof elevation and erection of rear external staircase to provide access to the garden
- 3.2 The proposed two storey side extension would be between 1.2 and 2.8 metres in width and 11.8 metres in length. The side extension would have eaves height of 5.1 metres to the front elevation with a pitched roof carried over the side extension. The rear section of the side extension would have a flat roof with a height of 6 metres. The two storey side extension would enclose the existing space between the application property and number 50 Gladstone Road.
- 3.3 It is also proposed to erect a single storey rear extension. The proposed extension would be 4.8 metres in width and 5 metres in length. The extension would have a height of 2.8 metres (plus 500mm parapet wall detail). An external staircase would provide access to the garden from the proposed first floor flat.
- 3.4 The proposed rear roof extension would comprise a rear dormer window with a 70 degree pitch erected on the main roof and above the rear wing. The roof extension would involve increasing the ridge height by 200mm and replacing the existing hipped roof with a gable ended roof flush with the boundary with 50 Gladstone Road.
- 3.5 Internally, at ground floor level a two bedroom flat would be provided and a three bedroom split level flat provided at first and second floor levels. Both the ground floor flat and upper flat would have access to the rear garden.

- 3.6 The alterations to the front elevation are in keeping with the design of the original Victorian house whilst at the rear the extensions are of contemporary design.

4. **PLANNING HISTORY**

- 4.1 There is no planning history relating to the application property. However there have been applications submitted for both number 50 and 54 Gladstone Road. Details are set out below:-

4.2 50 Gladstone Road

In April 2011 a certificate of lawfulness was issued in respect of a rear roof extension on main roof and part of rear wing (LBM Ref.11/P0530).

In April 2011 planning permission was granted for the erection of a new single storey front bay window and single storey rear extension to the side of the existing rear wing (LBM Ref.11/P0591).

In April 2011 a Certificate of lawfulness was issued in respect of the construction of a rear roof extension on the main roof and part of the rear wing (LBM Ref.11/P0530).

4.3 54 Gladstone Road

In June 1981 planning permission was granted for the conversion of the property into two self-contained flats and erection of external staircase at rear and rebuilding side extension (Ref.MER507/81).

In July 2014 planning permission was granted for the erection of a single storey rear extension (LBM Ref.14/P1980).

4.4 54A Gladstone Road

In June 2014 planning permission was granted for a hip top gable and rear roof extensions involving increasing the height of the ridge of the roof (LBM Ref.14/P1444).

5. **CONSULTATION**

- 5.1 The application has been advertised by site notice procedure and letters of notification to occupiers of neighbouring properties. In response 2 letters of objection have been received from the occupiers of 50 and 51A Russell Road together with a representation form Councillor Grocott. The grounds of objection are set out below:-

5.2 50 Gladstone Road

An objection has been received from a consultant acting for the owners of 50 Gladstone Road. Although the owners of 50 Gladstone Road have no

objection in principle to the rear extension to number 52 they consider the current proposal to convert the dwelling into three flats as overdevelopment, which would affect living conditions and character which would affect living conditions and character of the townscape as a whole.

-Number 50 Gladstone Road is a two/three storey end of terrace dwelling with a rear roof extension and side infill extension. It is separated from number 52 by a passage way which provides pedestrian access to the rear of number 52. The proposal would result in the loss of the gap.

-Number 52 was part of a pair of Victorian semi-detached houses with hipped roof separated from adjoining terraces by side passageways. Number 54 was adjoined to the neighbouring terrace by the erection of a side extension as part of the conversion of the property into two flats (54 and 54A). This infill retained the hipped roof.

-the proposed extension would have a detrimental impact upon the street scene as it will result in the loss of another hipped roof.

-The proposed side extension would result in the loss of the gap between properties and create a terrace of 25 dwellings.

-The drawings showing the front elevation of 52 shows roof alterations to 54A (hip to gable end) as if they have been implemented. They have not.

-The frameless window to the front elevation is out of character.

-The full height rear window (ground and first floor) would result in overlooking and loss of privacy.

5.3 51A Russell Road

-Full height fully glazed windows would face towards the garden of 51A Russell Road and would affect privacy.

-The development could take up to 12 months causing disturbance.

5.4 Letter of Support.

One letter of support has been received from the owner of 1 Gladstone Road Stating that number 52 Gladstone Road has been left undeveloped for many years and is crying out for development. The proposal will be an improvement in the streetscape, rebalancing the terrace following the precedent set a few doors along the road.

5.5 Amended Plans

Following discussions with officer's the application was amended with a reduction in the number of flats from three to two units with the studio flat initially proposed incorporated into the first floor flat to create a split level unit. The large frameless window to the front elevation originally proposed has also been replaced by a conventional window. A reconsultation has been undertaken and a further letter of objection has been received from the occupier of 50 Gladstone Road.

5.6 50 Gladstone Road

-The amended plans fail to address concerns already raised by the consultant

-The increase in height of the roofline by 200mm would not match the roof height of either adjacent property.

6. **POLICY CONTEXT**

- 6.1 Adopted Merton Core Strategy (July 2011)
CS8 (Housing Choice), CS9 (Housing Provision), CS14 (Design) and CS20 (Parking)
- 6.2 Sites and Policies Plan (July 2014)
DM H2 (Housing Mix), DM H3 (Support for Affordable Housing), DM D2 (Design Considerations in all Developments), DM D3 (Alterations and Extensions to Existing Buildings) and DM T3 (Car Parking and Servicing Standards).
- 6.3 The London Plan (March 2015) as Amended by the Mayor of London's Housing Standards, Minor Alterations to the London Plan (March 2016) and the Mayor's Housing SPG (March 2016)
The relevant policies within the London Plan are 3.3 (Increasing London's Supply of Housing), 3.4 (Optimising Sites Potential), 3.5 (Quality and Design of Housing), 3.8 (Housing Choice), 7.4 (Local Character) and 7.6 (Architecture).
- 6.4 DCLG Technical Housing Standards – Nationally Described Space Standard

7. **PLANNING CONSIDERATIONS**

- 7.1 The main planning considerations concern the principle of the change of use, design, standard of residential accommodation, neighbour amenity and developer contribution issues.
- 7.2 Principle of Change of Use
Policy CS14 (Design) seeks to ensure that all residential development complies with the most appropriate minimum space standards, by requiring existing single family dwellings that are converted into two or more smaller units of accommodation to incorporate at least one family sized unit (defined as a 3-bed unit); comply with the most appropriate minimum space standards and not result in an adverse impact upon the suburban characteristics of the streetscape. The existing house is a small two bedroom house in its original unaltered condition. The application as originally submitted, proposed 2 x two bedroom flats and 1 studio flat, which would not have maintained a family sized unit within the development and created sub-standard units at first floor and roof level roof level.. The application was subsequently amended to provide a two bedroom flat at ground floor level and a three bedroom family sized flat within a split level apartment arranged over first and second floor levels. The adjoining property, number 54 Gladstone Road is currently occupied as two flats. There are no objections to the principle of the change of use subject to the proposal being satisfactory in respect of all other material planning considerations.
- 7.3 Design Issues

The proposed two storey side extension would have a traditional appearance to the street elevation and would have a contemporary design at the rear with the two storey extension being constructed in brick with a mono-pitched roof separated by a two storey vertical window. A single storey rear extension would have a render finish and incorporate glazed doors. An external staircase would be provide access to the garden for the upper flat. The existing hipped roof would be replaced by a gabled roof involving increasing the ridge height by 200mm and erection of a rear mansard roof extension to the main roof and part of the rear wing. The original application was amended at the case officer's request to remove the uncharacteristic double height window from the front elevation and replace it with a conventional sliding sash.

- 7.4 Objections have been raised regarding the increase in ridge height and the loss of the gap between properties. It should be noted that the gap between 54 and 56 Gladstone Road has already been enclosed. Planning permission has also been granted at 54 Gladstone Road for replacing the hipped roof with a gabled roof involving increasing the ridge height by 200mm and the erection of a rear roof extension to both the main roof and the roof of the rear wing (LBM Ref.14/P1444). This permission has not been implemented. Gladstone Road is characterised by two storey dwellings mainly of the Victorian/Edwardian period, which pairs of semi-detached houses to the north of the application site (numbers 14- 32 and even) and terraced housing between numbers 34-50 (even numbers). If the gap between 52 and 54 were lost the existing terrace at 34-50 would be joined to the existing terrace at 52-80 Gladstone Road). Although it is proposed to increase the height of the roof of 52 by 200mm, number 50 Gladstone Road is a taller building of different architectural style with a ridge height 500mm higher than the extended roof to 52. If the current application at 52 were to be granted and both that permission and the recent permission at 54 were to be implemented then the ridge heights of 52, 54 and 56 Gladstone Road would be uniform, no.56 already having been raised.. However, if the extant planning permission at 54 Gladstone Road was not implemented then the hipped roof to 54 and flat roofed side extension would remain creating an odd break in the roofline. Whilst this scenario would be unfortunate in terms of the visual appearance of the Hartfield Road streetscape it is not a reason for refusing the application to extend 52 Gladstone Road. Given that terraced housing is the prominent form of development on the east side of Gladstone Road the loss of the small gap between 50 and 52 would not itself be a reason for refusing planning permission.
- 7.5 Number 54 is also already occupied as two flats and also has an external staircase to the rear garden.
- 7.6 Therefore, notwithstanding the concerns of the objectors, the design of the proposed extensions is considered to be acceptable in terms of policy DM D2 (Design Considerations in all Developments) and DM D3 (Alterations to Existing Buildings).

7.7 Standard of Residential Accommodation

The proposed ground floor flat would be a two double bedroom unit with a gross internal floor area (GIFA) of 79m² and the split level flat would have three double bedrooms with a GIFA of 92m² (comprising 67m² at first floor level and 25m² at second floor level). The Mayor of London's Housing Standards (March 2016) require that a single storey two bedroom 4 person dwelling have a gross internal floor area of 70m² and a 2 storey three bedroom 6 person dwelling a gross internal floor area of 102m². The ground floor flat exceeds the minimum space standards. Although the first/second floor flat fails by 10 sqm, officers have taken into account that the same standard would apply to 2 –storey houses and given that this is partly within the roof space, consider that the 1 storey dwelling standard of 95m² may be more appropriate, with a more marginal fail of 2sqm. The upper flat would have a combined living/kitchen/dining area. Although the Mayor's Housing SPG encourages developers to consider providing 2 living spaces for larger units, this is not a requirement. On balance, the upper unit, is considered to be acceptable in terms of floorspace. The existing rear garden would be subdivided to provided two gardens of 50m² with the upper flat having access to the rear section of the garden via an external staircase. The proposed change of use therefore maintains a family sized unit with access to suitably sized private amenity space and the proposal is considered to accord with the aims of policy CS14 (Design).

7.8 Neighbour Amenity Issues

The concerns raised about privacy and overlooking in relation to the rear window by the occupiers of neighbouring properties are noted. However the tall glazed window on the rear elevation of the two storey extension would provide light to a bedroom on the ground floor and a kitchen at first floor level. Although a tall window, the potential overlooking would be no different than from conventional windows. The proposal would have minimal impact upon number 51A Russell Road due to the separation distance between properties. Issues such as disturbance during construction can be addressed by a condition restricting the hours of construction. The proposal is therefore considered to be acceptable in terms of policy DM D2 (Design Considerations in all Developments).

7.9 Developer Contributions

The proposal involves the conversion of an existing two bedroom dwelling house into two flats. Based on the Council's current legal advice, although an additional unit would be formed there would be no requirement for a financial contribution towards affordable housing in this instance due to the recent court decision in respect of financial contributions towards affordable housing of sited of less than 10 units.

The proposed development would however, be subject to payment of the Merton Community Infrastructure Levy and the Mayor of London's Community Infrastructure Levy (CIL).

9. CONCLUSION

- 9.1 The proposed change of use of the property into two residential units involving the erection of rear extension and roof extensions is considered to be acceptable in design terms. The proposal would also be acceptable in terms of neighbour amenity. Accordingly it is recommended that planning permission be granted.

RECOMMENDATION

GRANT PLANNING PERMISSION

and subject to the following conditions:-

1. A.1 Commencement of Development
 2. A.7 Approved Drawings
 3. B.1 (Approval of Facing Materials)
 4. C.2 (No Permitted Development Doors/Windows)
 5. C6 (Refuse and Recycling – Details to be Submitted)
 6. C9 (Balcony/Terrace Screening)
 7. D.11 (Hours of Construction)
 8. INF.1 Party Wall Act
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To view Plans, drawings and documents relating to the application please follow this [link](#)

Please note that this link, and some of the related plans, may be slow to load