

PLANNING APPLICATIONS COMMITTEE 22 MARCH 2018

APPLICATION NO.

DATE VALID

17/P3153

26/09/2017

Address/Site: 21 Rural Way, Streatham, London, SW16 6PF

Ward: Graveney

Proposal: Demolition of existing bungalow and erection of 3 x 3 bed terraced dwellings with car parking.

Drawing No.'s: 15, 21, 11, 14, 17, 1343-18, 1343-19, 1343-16, 1343-20, 21.

And supporting documents: '21 Rural Way London SW16 6PF – Surface & Foul Water Drainage Disposals' and 'Planning, Design and Access Statement' prepared by Access Design and dated June 28, 2017.

Contact Officer: Ashley Russell (020 8545 4370)

RECOMMENDATION

Grant planning permission subject to conditions.

CHECKLIST INFORMATION

- S106: Yes
- 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: 6
- External consultations: 0
- Conservation area: No
- Listed building: No
- Archaeological priority zone: No
- Tree protection orders: No
- Controlled Parking Zone: Yes
- Flood risk zone: yes
- Open Space: No

1. INTRODUCTION

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

2. SITE AND SURROUNDINGS

- 2.1 The application site comprises a single storey (with additional pitched roof) detached dwelling which is located on the southwestern side of Rural Way. The site is regular in shape and is approximately 450sq.m.
- 2.2 Rural Way is characterised by mixed architecture, both in terms of scale and style; the road comprises a mixture of terraced, semi-detached, detached, single storey and two storey (with pitched roofs) dwellings. Immediately to the south of the site is a bungalow. Immediately to the north of the site is a two storey detached dwelling, the dwelling has an existing two storey side extension which is positioned between the original dwelling and the application site.
- 2.3 The site is not located within a conservation area. The site is located immediately adjacent to Flood Zone 3 and it is located partially within Flood Zone 2 (to the front of the property). The site is located within a controlled parking zone.

3. CURRENT PROPOSAL

- 3.1 This application seeks planning permission for the demolition of the existing dwelling and the redevelopment of the site to provide a terrace row of three, 3 bedroom, 2 storey dwellings with accommodation at roof level, 3 x parking spaces to the front and private amenity space to the rear.
- 3.2 The proposed dwellings would have regular footprints, exhibiting a flush two storey front façade fronting Rural Way, a dual pitched roof form and three roof lights situated in the front roof slope. At the rear, the proposed terraces will exhibit a single storey rear projection of 1.6 metres in depth. At first floor, the rear face of the dwellings is staggered, with the north-western most dwelling adjacent the neighbouring property at 21a Rural Way being inset 0.9 metres behind the rear face of the other proposed dwellings. Three regularly spaced dormer windows exhibiting dual pitched roofs are situated within the rear roof slope of the proposed terrace dwellings.
- 3.3 The proposed terrace dwellings will measure 14.2 metres in width, and between 5.0 (eaves) and 8.8 (total) metres in height. At ground floor the dwellings will measure 11.2 metres in depth, with the depth of the dwellings at first floor ranging between 9.6 and 8.7 metres in depth to accommodate the staggered rear façade.
- 3.4 To the front of each dwelling would be permeable driveways accommodating 3 vehicle parking spaces (1 per dwelling), the remaining space would be landscaped with shrubs, with refuse storage and collection areas provided for each individual dwelling. Two new vehicle crossings are proposed from Rural Way.

- 3.5 To the rear of the site, each dwelling would be provided with private amenity space of 10.9 metres in depth, which ranges from 50 to 70 square metres in area. Individual cycle storage facilities have been shown in the rear gardens of each dwelling.

4. PLANNING HISTORY

- 4.1 There is no relevant planning history for the site.

5. CONSULTATION

- 5.1 Public consultation was undertaken by way of a site notice displayed at the application site and letter sent to surrounding properties. Five (5) letters of objection were received during the public notification period, which raised the following concerns:

- Loss of visual privacy to the rear gardens of surrounding residential properties.
- Impact on the availability of natural light into the neighbouring property at 19 Rural Way.
- Scale of buildings is out of character with the appearance of surrounding development.
- Development will result in the loss of three on-street resident parking spaces, increasing parking pressure for existing residents.
- Proposed parking in front gardens will cause noise, disruption and pollution impact on neighbouring residential properties.
- Increase in residential density will cause overcrowding of pedestrian and vehicle traffic in the street, and may cause impact on the provision of waste and drainage services in the locality.
- Buildings will have an adverse and overbearing visual impact on neighbouring rear gardens.
- Impact of construction activity on surrounding properties.

5.2 LBM Highways (Internal)

No objection: Highways comments are conditions: INF8, INF9, INF12, H1, H2 and H4. The highways section must be contacted to approve any proposed vehicle crossings.

5.3 LBM Flood Risk Engineer (Internal)

Following review of the submitted drainage details, **no objection** is raised. It is requested that the following condition of approval be applied in event the application is approved.:

Condition:

Prior to the commencement of the development hereby permitted, a detailed scheme for the provision of surface and foul water drainage shall be 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) including permeable surfacing. The final scheme shall:

- i. Provide information about the design storm period and intensity, attenuation and control the rate of surface water discharged from the site to no more than 2l/s;

- ii. Include a timetable for its implementation;
- iii. Provide a management and maintenance plan for the lifetime of the development, including arrangements for adoption to ensure the schemes' operation throughout its lifetime.

No works which are the subject of this condition shall be carried out until the scheme has been approved, and the development shall not be occupied until the scheme is carried out in full. Those facilities and measures shall be retained for use at all times thereafter.

Reason: To reduce the risk of surface and foul water flooding and to ensure the scheme is in accordance with the drainage hierarchy of London Plan policies 5.12 & 5.13 and the National SuDS standards and in accordance with policies CS16 of the Core Strategy and DMF2 of the Sites and Policies Plan.

5.4 LBM Transport (Internal)

No comments or objections raised.

5.5 LBM Climate Change (Internal)

No objection: The submitted D&A statement hasn't included any sustainability information (although the applicant has noted Policy CS15 in the policy section). Given that this is a minor application proposal, It is suggested that the sustainability issues can be dealt with by way of the standard sustainable design and construction (new build residential - minor) pre-occupation condition.

6. POLICY CONTEXT

6.1 National Planning Policy Framework (2012)

- 4. Promoting sustainable transport
- 6. Delivering a wide choice of quality homes.
- 7. Requiring good design.
- 10. Meeting the challenge of climate change/flooding

6.2 London Plan (2016)

Relevant policies include:

- 2.6 Outer London: Vision and strategy
- 2.8 Outer London: Transport
- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.17 Waste capacity
- 6.9 Cycling
- 6.10 Walking
- 6.12 Road network capacity
- 6.13 Parking

- 7.1 Lifetime neighbourhoods
 - 7.2 An Inclusive environment
 - 7.3 Designing out crime
 - 7.4 Local character
 - 7.6 Architecture
 - 7.14 Improving air quality
 - 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
 - 8.2 Planning obligations
 - 8.3 CIL
- 6.3 Merton Local Development Framework Core Strategy – 2011 (Core Strategy)
 Relevant policies include:
 CS 8 Housing choice
 CS 9 Housing provision
 CS 11 Infrastructure
 CS 14 Design
 CS 15 Climate change
 CS 16 Flood risk management
 CS 17 Waste management
 CS 18 Transport
 CS 19 Public transport
 CS 20 Parking servicing and delivery
- 6.4 Merton Sites and Policies Plan – 2014 (SPP)
 Relevant policies include:
 DM D1 Urban Design
 DM D2 Design considerations
 DM F1 Support for flood risk management
 DM F2 Sustainable urban drainage systems
 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
 DCLG - Technical Housing Standards: Nationally Described Space Standards - 2016

7. PLANNING CONSIDERATIONS

7.1 Material Considerations

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

- Principle of development.
- 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.
- Sustainable design and construction.
- Flood risk and drainage.

Principle of development

- 7.2 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. The National Planning Policy Framework 2012 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.
- 7.3 The site has a PTAL rating of 2 which is considered to be poor; however, the site is a 13 minute bus trip or a 20 minute walk from Tooting Broadway Underground Station. The site is currently in residential use.
- 7.4 The proposal, which seeks to increase residential density, is considered to be acceptable in principle, subject to 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

- 7.5 Section 12 of the NPPF, London Plan policies 7.4, 7.6 and 7.8, Core Strategy policy CS14 and SPP Policies DM D2 and DM D4 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.
- 7.6 Although consistently residential in nature, Rural Way is considered to comprise a mixture of varied architectural form in terms of the size and scale of development. The street exhibits a mixture of dwelling styles, ranging from detached single storey dwellings on large plots , to semi-detached and terrace dwellings of 2 to 3 stories in height.
- 7.7 The form and footprint of the proposed terrace dwellings is considered to present a consistent and sympathetic appearance of the development in the context of the existing street scene in Rural Way. The 4.8 metre front setback of the dwellings from the front property boundary maintains a consistency with surrounding dwellings, and the presentation of the buildings as a row of two storey terrace dwellings with dual pitched roofs is consistent with other development in the immediate locality, including the groups of terraces situated at 11-17 and 25-29 Rural Way. Comparable form is also exhibited with the existing two storey semi-detached properties situated at 23 & 23A Rural Way.
- 7.8 The proposed dwellings will stand a total of 8.0 metres in height and have eaves of 5.0 metres in height. In this respect the proposal is generally consistent with the height and scale of development in the immediately

surrounding area. This includes consideration of the development of terrace dwellings situated at 11-17 Rural Way which has a total height of 9.4 metres and eaves of 5.4 metres, as well as the semi-detached buildings at 23 & 23A Rural way which has an overall height of 8.7 metres with eaves of 5.1 metres.

- 7.9 It is acknowledged that the proposed dwellings will represent an increase in the bulk and appearance of development when compared with the existing single storey bungalow on the application site. However, it is considered that the scale or appearance would be inconsistent with the appearance of development in the surrounding area. The proposal maintains spaces of 1.7 and 0.8 metres respectively between the proposed building and neighbouring residential properties, and in this regard is considered to maintain sufficient visual separation between the proposed dwellings and neighbouring structures.
- 7.10 On the basis of the above it is considered that the proposed dwellings will respect the appearance, materials, scale, bulk, proportions and character of original building and its surroundings. The proposal is therefore consistent with the intent of London Plan policies 7.4 and 7.6, Core Strategy policy CS14 and SPP Policies DMD2

Impact upon neighbouring amenity

- 7.11 London Plan policies 7.6 and 7.15 along with SPP policies DM D2 and DM EP2 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 or noise.
- 7.12 Notwithstanding the concerns regarding visual privacy which have been raised during the public notification process, it is noted that all outlook from windows of the proposed development will be oriented directly towards either the front or rear gardens of the resulting dwellings. In respect to the rear facing first and second (loft) level windows, these are to be situated 11.9 to 13.0 metres inside the rear boundary of the application site, which is occupied by substantial vegetation in the form of a series of high and established pine trees which will effectively screen views towards the rear of surrounding properties in Rustic Avenue to the south-west.
- 7.13 With respect to the neighbouring property to the south-east at 21a Rural Way, the proposed dwellings will be situated adjacent to the blank side wall of the neighbouring property, will project only 1.5 metres beyond the rear face of the neighbouring property at first floor, and will be situated between 0.8 and 1.1 metres inside the neighbouring property boundary. Owing to the size and location of the proposed development, it is therefore not considered to result in adverse amenity impact on the neighbouring property at 21a Rural Way in respect of visual intrusion, restriction of outlook or the blocking of natural light.
- 7.14 With respect to the neighbouring property to the north-west at 19 Rural Way, the closest proposed terrace dwelling incorporates an increased rear set-in at first floor such that the rear face of that dwelling will only project 1.0 metre

beyond the rear face of the neighbouring dwelling at first floor. The proposed dwelling will be situated adjacent to a blank side wall of the neighbouring dwelling and 1.5 metres inside the common boundary shared between the two properties. Owing to the size and location of the proposed development, it is therefore not considered to result in adverse amenity impact on the neighbouring property at 19 Rural Way in respect of visual intrusion, restriction of outlook or the blocking of natural light.

- 7.15 On the basis of the above, it is considered that the proposed dwelling would not result in undue negative impact upon the amenity of neighbouring properties in terms of loss of privacy, visual intrusion or noise. It is subsequently consistent with the intent of London Plan policies 7.6 and 7.15 along with SPP policies DM D2 and DM EP2.

Standard of accommodation

- 7.16 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: Nationally Described Space Standards 2016. Policy DM D2 of the Adopted Sites and Policies Plan (2014) states that developments should provide for suitable levels of privacy, sunlight and daylight and quality of living conditions for future occupants, and for all new houses, the Council will seek a minimum of 50sq.m as a single usable regular amenity space.
- 7.17 The proposed dwellings offer dual outlook and are considered to contribute to a high standard of living. All habitable rooms would be serviced by windows which offer suitable outlook, natural light and ventilation.
- 7.18 The proposed dwellings exhibit Gross Internal Floor Areas (GIA's) ranging from 102.9 to 107.2 square metres. This exceeds the minimum of 99 square metres required for 3 bedroom and 5 person occupancy dwellings as expressed within the DCLG - Technical Housing Standards: Nationally Described Space Standards 2016.
- 7.19 The proposed double bedrooms exhibit sizes ranging from 11.5 to 15.5 square metres in area, which all meet or exceed the minimum requirement of 11.5 square metres for a double occupancy bedroom in DCLG - Technical Housing Standards: Nationally Described Space Standards 2016. Similarly the proposed single occupancy bedrooms exhibit sizes of 9.2 square metres which exceeds the minimum requirement of 7.5 square metres for a single occupancy bedroom.
- 7.20 The dwellings exhibit rear gardens which range in size from 50 to 70 square metres, and therefore satisfy the minimum requirement of 50 square metres of private amenity space for each new dwelling as expressed within policy DMD2 of Merton's Adopted Sites and Policies Plan 2014.

- 7.21 On the basis of the above, the proposal is considered to provide a satisfactory standard of accommodation for future occupiers, satisfying Policy 3.5 & Table 3.3 of the London Plan 2016, the Nationally Described Space Standards (2016), Policy DMD2 of Merton's Adopted Sites and Policies Plan 2014.

Transport, highway network, parking and sustainable travel

- 7.22 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, CS 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).
- 7.23 One parking space has been proposed for each dwelling, this provision is considered to be acceptable. However, it is noted that the site is located within a controlled parking zone, thus any overspill parking would be considered to adversely impact upon the highway network. To address the impact upon parking in the area, it is recommended that permission be subject to permit free restrictions which would be set out in a S106 planning agreement or unilateral undertaking.
- 7.24 Subject to the above, the proposal is considered to result in an acceptable impact on the surrounding parking and traffic management network. It is therefore consistent with the intent of London Plan policies 6.3 and 6.12, CS policies CS18 and CS20 and SPP policy DM T2.

Refuse storage

- 7.25 Policy 5.17 of the London Plan and Policy CS 17 of the Core Strategy require all new developments to incorporate integrated and well designed waste storage and collection facilities that include suitable recycling facilities. Core Strategy Policy CS20 requires that developments incorporate safe access to the public highway as well as on-site waste storage and collection facilities and provision for all associated service and delivery vehicles.
- 7.26 The proposed dwellings have nominated individual areas for the storage and collection of refuse within the front gardens of the dwellings, where they are easily accessible from the public highway in Rural Way.
- 7.27 Subject to the inclusion of a condition requiring final details of the design and appearance of the refuse storage structures to be submitted to and approved by Council, the proposal is considered to suitably provide for the storage and collection of refuse in accordance with Policy 5.17 of the London Plan and Policy CS 17 of the Core Strategy.

Sustainable design and construction

- 7.28 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.

- 7.29 The proposal has been reviewed by Council's Climate Change Officers, who note the lack of sustainability information provided within the application documentation. Notwithstanding this, Council's Climate Change Officer's note that the proposal is a minor residential development, and therefore the requirements to achieve a 19% improvement on Part L of the Building Regulations 2013 and water consumption not exceeding 105 litres/person/day, could be suitably achieved by the imposition of a standard condition which requires evidence to be submitted that a policy compliant scheme has been delivered prior to occupation of the new dwellings.
- 7.30 Subject to the inclusion of the above condition, it is considered that the proposed dwellings would be capable of satisfying the intent of London Plan policy 5.3 and CS policy CS15.

Flood risk and drainage

- 7.31 London Plan policy 5.13, CS policy CS16 and SPP policy DM F2 seek to minimise the impact of flooding on residents and the environment and promote the use of sustainable drainage systems to reduce the overall amount of rainfall being discharged into the drainage system and reduce the borough's susceptibility to surface water flooding.
- 7.32 The site is positioned immediately adjacent to Flood Zone 3, with a minor portion of the front of the site partially within Flood Zone 2. However, it is noted that the proposed building would be located outside of Flood Zone 2.
- 7.33 The applicant has submitted existing and proposed drainage plans, and an accompanying statement of surface and foul water drainage proposals which have been reviewed by Council's Flood Risk Engineer. Advice received from Council's Flood Risk Engineer indicates that the proposed dwellings are acceptable subject to the inclusion of a non-standard condition requiring the provision of details of a scheme for the provision of a sustainable drainage system (SuDS), including permeable surfacing, for the approval of the local authority prior to the commencement of works on the site, and the implementation of such a scheme prior to the occupation of the dwellings.
- 7.34 Subject to the inclusion of the above condition, the proposed dwellings are considered to satisfactorily address the intent of London Plan policy 5.13, CS policy CS16 and SPP policy DM F2.

8. CONCLUSION

- 8.1 The proposal is considered to be acceptable in principle, providing a residential development at an increased density, in line with planning policy. The scale, form, design, positioning and materials of the proposed 3 x two storey (with loft level) terrace dwellings are not considered to have a detrimental effect on the appearance of the area, the host building or on neighbouring amenity. The proposed dwellings are considered to provide a

suitable standard of accommodation, and provision for refuse storage and collection. The impacts of the proposal on the surrounding transport network, sustainability and flood risk are considered to be adequately addressed through the application of suitable conditions.

RECOMMENDATION

Grant planning permission subject to the following conditions, and a Section 106 Agreement covering the following heads of term.

Heads of Term:

1. The new dwellings are to be permit free residential units.
2. The developer agreeing to meet the Council's costs of preparing [including legal fees] the Section 106 Obligations [to be agreed].
3. The developer agreeing to meet the Council's costs of monitoring the Section 106 Obligations [to be agreed].

Conditions:

A1 – commencement

A7 – approved plan:

Drawing numbers 15, 21, 11, 14, 17, 1343-18, 1343-19, 1343-16, 1343-20, and 21.

B3 – External materials as specified

C01 – remove PD rights

C06 – Refuse & recycling (details tbc).

D11 – Construction Times

F09 – Hardstandings

H06 – Cycle Parking (details to be submitted)

H1 – New vehicle access (details to be submitted)

H2 – New vehicle access to be provided

H4. – Provision of vehicle parking.

Sustainability: No part of the development hereby approved shall be occupied until evidence has been submitted to, and approved in writing by, the Local Planning Authority confirming that the development has achieved CO2 reductions of not less than a 19% improvement on Part L regulations 2013, and internal water usage rates 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

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

Water efficiency evidence requirements for post construction stage assessments must provide:

- Documentary evidence representing the dwellings 'As Built'; detailing:
- the type of appliances/ fittings that use water in the dwelling (including any specific water reduction equipment with the capacity / flow rate of equipment);
- the size and details of any rainwater and grey-water collection systems provided for use in the dwelling; **AND:**
- Water Efficiency Calculator for New Dwellings; **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'

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

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