

PLANNING APPLICATIONS COMMITTEE
15 October 2015

<u>UPRN</u>	<u>APPLICATION NO.</u>	<u>Item No:</u> <u>DATE VALID</u>
	15/P2989	11/08/2015

Address/Site 1 Arterberry Road, Raynes Park SW20 8AD

(Ward) Raynes Park

Proposal: Demolition of existing detached dwelling house and erection of four two storey semi-detached 4 bedroom houses with accommodation at basement level and rooms within the roof space and associated parking and landscaping

Drawing Nos 590/P01B, 590/P02B, Basement Impact Assessment and Method Statement, Arboricultural Survey Report and Arboricultural Impact Assessment, Site Investigation Report, Code for sustainable Homes-Design Stage pre-Assessment Report and Design and Access Statement

Contact Officer: Richard Allen (8545 3621)

RECOMMENDATION

GRANT Planning Permission subject to conditions and completion of a S.106 Agreement

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 – 30
- External consultants: None
- Archaeology Priority Zone: No

1. **INTRODUCTION**

- 1.1 This application has been brought to the Planning Applications Committee due to the number of objections.

2. **SITE AND SURROUNDINGS**

- 2.1 The application site comprises a detached dwelling house dating from the 1950's situated on the west side of Arterberry Road, on the corner with Dunmore Road. It is orientated to face towards Dunmore Road although its entrance gates are just off the corner, fronting Arterberry Road. It is a two storey building with the second storey set partly within the roofspace. It has a large garden, with wide gaps to either side of the front elevation. A high wall and fence marks the boundary with the street on both frontages.
- 2.2 There are a number of mature trees on the site, some of which are covered by Tree Preservation Order MER (198). Although the application site itself is not within a Conservation Area, it immediately adjoins the boundary with Dunmore Road Conservation Area, made up of all the Dunmore Road properties on both sides of the road between the application site boundary and the junction with Langham Road. They were built around 1907 and are mainly semi-detached, closely spaced houses, which are united by a uniform highly decorative architectural style, with ornate porch, door and gable features. They have small attractive front gardens, most of which have a low front wall with a picket fence on top with no off-street parking.
- 2.3 To the rear, the site adjoins the rear gardens of houses in Worple Road with very long rear gardens as well as 1c Arterberry road, a small detached property

3. **CURRENT PROPOSAL**

- 3.1 The current proposal involves the demolition of the existing detached house and the erection of two pairs of semi-detached houses fronting towards Dunmore Road. They would be set back from the Dunmore Road frontage by between 3.8 m and 5.5 m (with bay windows set back between 3 and 4.5m from the site frontage). The flank wall of house 'A' would be sited 1.5 m away from the boundary with 1 Dunmore Road. The flank wall of house 'D' would be sited between 5.5 and 6.8 m from the boundary with Arterberry Road, beyond the three existing large TPO trees. The pairs of houses would be 14 m in width and the houses would be between 11.3 and 12.3 m in overall depth including projecting bay windows to the front elevation. The proposed houses would have an eaves height of 6 m and would have a pitched roof with a ridge height of 9.5 m. Conservation style roof lights would be provided on the rear roof elevation. The pairs of houses have been designed to reflect the character and appearance of the Victorian/Edwardian houses in Dunmore Road and would have similar eaves and ridge heights. The houses would incorporate two storey gabled bay windows with feature canopies above the front entrance. The houses would be faced in brick and render and would have tiled roofs.

- 3.2 They would be arranged over 4 levels with a wholly below ground basement level containing a games room, utility room, store and plant room, utility room, an entrance hall, living room and combined kitchen/dining room at ground floor, two bedrooms with en-suite bathrooms at first floor, and a further two bedrooms with separate bathroom within the roof space.
- 3.3 Houses 'A' and 'D' would each have a single off-street parking space, with house 'D' having the benefit of the existing vehicular access from Arterberry Road. Each house would have secure cycle parking and refuse and recycling storage. The middle properties, Houses B and C, would have no off street provision – this has been discussed with officers and enables the front garden arrangement to more closely follow the strong pattern of small landscaped front gardens within the rest of Dunmore Road.

4. **PLANNING HISTORY**

- 4.1 In January 2014 a pre-application meeting was held in respect of the redevelopment of the site by the erection of a terrace of three dwelling houses (LBM Ref.14/P0257/NEW).
- 4.2 In March 2015 a planning application was submitted for the redevelopment of the site by the erection of a terrace of four two storey houses with accommodation at basement level and within the roof space (LBM Ref.15/P0867. However the application was withdrawn by the applicant on 7 July 2015 following discussion with Council officers, who indicated that the application would be refused in its current form.

5. **CONSULTATION**

- 5.1 The application has been advertised by site notice procedure and letters of notification to occupiers of neighbouring properties. In response 10 representations have been received from local residents and also from South Ridgway Residents Association. The comments are set out below:-

- design should be more in keeping with the rest of Dunmore Road in terms of front elevation, scale and massing, materials and positioning, front dormers not a feature of existing houses, does not comply with Dunmore Road Conservation Area design guide, front garden boundary treatment out of character,
- replacement of 1 house with 4 will alter character of road, overdevelopment, gardens not as large as those in same vicinity
- demolition should be resisted and house should be incorporated into the Dunmore road conservation area to which it adjoins, as having the architectural character fitting of designation
- Council has a duty to preserve and enhance the character and appearance of the Conservation Area.
- accepted that site will be redeveloped but should be acceptable in terms of character or road and not affect quality of life of existing residents

- amended design an improvement but still doesn't reflect the style or character of the street, will undermine character of Conservation Area.
- should be no change to street trees, object to loss of trees
- should not front onto or be accessed from Dunmore Road
- already parking congestion, road cannot accommodate any more cars, new crossover will reduce on street parking space, will add to parking pressure, will impact on highway safety .
- concerns about impact of basement construction upon the water table- should be subject to an independent third party report,
- occupiers of 2 Dunmore Road concerned about cumulative impact of this and planning permission for basement swimming pool at 1 Montana Road, at the rear of 2 Dunmore Road.
- concerns about damage to adjoining properties from vibration related to basement construction, any damage should be repaired and neighbouring windows should be cleaned following building works.
- risk of surface water and ground water flooding
- The proposed house will result in overlooking and loss of privacy to houses at the rear in Worple Road.
- construction management plan required

5.2 South Ridgway Residents Association

Very similar to previous application. Acknowledged that site will be developed but should be as sympathetic as possible. In relation to basements, there is a considerable amount of sub surface water running off the hill and any impediment will cause problems - ensure adherence with basement policy DMD2. Includes dormer windows to front elevations- not permitted on existing houses. Houses are sited at an angle – should align with other houses. Concerned about loss of a number of mature trees. Appears to be overdevelopment by virtue of size, massing and position - three houses would be preferable.

5.3 Tree Officer

The tree officer has been consulted and states that the current proposal has addressed concerns raised at the pre-application stage (LBM Ref.14/P0257/NEW). Therefore, there are no objections to the proposal subject to appropriate planning conditions being included in any grant of planning permission.

6. **POLICY CONTEXT**

6.1 Adopted Merton Core Strategy (July 2011)

CS 8 (Housing Choice), CS13 (Open Space, Nature Conservation, Leisure and Culture), CS14 (Design), CS15 (Climate Change) and CS20 (Parking)

6.2 Sites and Policies Plan (July 2014)

DM H2 (Housing Mix), DM H4 (Demolition and Redevelopment of a Single Dwelling House), DM 02 (Nature Conservation, Trees, Hedges and Landscape Features), DM D2 (Design Considerations in all Developments) and DM T3 (Car Parking and Servicing Standards).

- 6.3 The London Plan (March 2015)
The relevant policies within the London Plan are 3.3 (Increasing Housing Supply), 3.5 (Quality and Design of Housing), 3.8 (Housing Choice), 3.11 (Affordable Housing), 5.7 (Renewable Energy), 7.4 (Local Character), 7.6 (Architecture).

7. **PLANNING CONSIDERATIONS**

- 7.1 The main planning considerations concern the demolition of the existing house, the design of the new dwellings, together with neighbour amenity, basement construction, parking and sustainability issues.

7.2 Demolition of Existing Building

The existing dwelling house is not within a Conservation Area, is not statutorily listed or locally listed, therefore there is no in principle policy objection to its demolition. Any replacement scheme should, however, not detract from the setting of the adjacent Dunmore Road Conservation Area and should comply with all other relevant adopted Merton Core strategy policies and policies within the Merton Sites and Policies Plan. The Council seeks to make efficient use of land whilst respecting local character. The existing house occupies an uncharacteristically large plot and there is the opportunity to increase housing supply in accordance with policy targets as set out in Policy CS9 of the adopted Core Planning Strategy.

7.3 Design Issues

The current proposal for the redevelopment of the site by the erection of two pairs of semi-detached houses has been submitted following the withdrawal of application LBM Ref.15/P0867 on 7 July 2015. Application LBM Ref.15/P0867 proposed a terrace of four houses and was considered to be out of character with existing houses nearby in Dunmore Road. Following discussions with officers, the current application has been submitted for two pairs of semi-detached houses, picking up the key characteristics of the Victorian /Edwardian houses in Dunmore Road, including the rhythm and scale.

- 7.4 The houses have been designed as semi-detached pairs, which is the dominant form within Dunmore Road. They have been designed to reflect the width of the existing semi-detached pairs, the gaps between them and the front curtilage depth. They have identical eaves and ridge heights (6m to eaves and 9.5m to ridge) and incorporate the gable ends, bay windows and ornate covered porches which characterise and create a rhythm within the remainder of the street. The front curtilage treatment, with a low wall and picket fence on top marking the front boundary, has been chosen to reflect the prevalent treatment within Dunmore road, and replaces the high wooden fence and wall that currently exists. The doors and window detailing also mimic that of their neighbours.. The materials reflect those found within Dunmore Road, with brick and rendered walls, timber windows and porches and plain clay tile roofs.

- 7.5 Following discussion with officers, a balance has been struck between on and off street parking provision in order to maintain a street scene with a pattern of

continuous front boundaries with landscaped front gardens and there is no requirement to remove any street trees. There is a 5.5 – 6.8m gap between the flank wall of House D and the boundary with Arterberry Road, and the retention of the three mature trees on this boundary will maintain the green and spacious feel of the street corner.

- 7.6 A number of objections have been received in relation to the inclusion of dormer windows to the front elevations of the proposed houses. Although the existing houses in Dunmore Road do not have front dormer windows and they would generally be discouraged from being erected on the original properties, the current application is for two pairs of new build semi-detached houses. The dormer windows have been designed to sit comfortably within the roof plane, are of relatively small scale and add visual interest the front elevations of the two pairs of houses. The adopted design approach picks up on the general character of existing houses in Dunmore Road and the design is considered to be appropriate for its setting. There is not considered to be any valid reason why well designed front dormers should not be incorporated.
- 7.7 Reference has also been made to the siting – the pair closest to the corner sit approximately 1m further forward of the general building line within the street and the adjoining proposed new semi-detached pair. Given that this pair occupy an end of street corner location, this is considered to be acceptable in visual terms.
- 7.8 The original proposed scheme for a terrace of houses was withdrawn and comprehensively re-designed to avoid adversely impacting upon the setting of the adjoining Conservation Area. The housing form, siting and design is considered to sit comfortably with its neighbours and is therefore considered to be acceptable in terms of policies CS14, DM D2 and DM D4.
- 7.9 Neighbour Amenity
The first floor windows at the rear are a minimum of 10 metres from the rear garden boundary with existing houses in Worple Road. The Worple road houses have rear gardens in excess of 25m, therefore the window to window separating distance is well in excess of the Council's guidelines. Existing trees are to be retained on the rear boundary and the gardens in Worple Road are also densely vegetated. House A is set away from the boundary with 1 Dunmore Road by 1.5m and aligns with its flank, and is not considered to have any adverse impact on this property. The houses are separated by the road width of Dunmore Road from 3 Arterberry Road and would not result in any undue loss of privacy. It is therefore considered that the siting of the proposed house and its relationship to existing neighbouring residential properties is acceptable in terms of policy DM D2 (Design Considerations in all Developments).
- 7.10 Basement Construction
A number of representations comment on the provision of basement accommodation in the development and raise concerns over basement construction and the impact of basements upon the water table. However, in accordance with policy DM D2 the applicant has provided a Site Investigation

Report and a Basement Impact Assessment and Method Statement. The statement concluded that the design and construction of the basement accommodation is in line with industry norms and there are no technical reasons why the basement should not be constructed as planned. All applicable temporary and permanent design loads have been considered for the design of the basement box construction. The basement accommodation would be constructed to a sequence to ensure that the works remain stable at all times and that excessive deflections do not occur. A system of monitoring will be adopted to ensure that any possible movement is identified at an early stage and that appropriate measures can therefore be taken. It is not therefore envisaged that the proposed basement construction would have any impact upon neighbouring properties. A ground water assessment of the area incorporating the new basement as planned has been carried out by consultants. The predicted rise in ground water levels is considered to be insignificant in comparison with normal seasonal fluctuations and therefore the hydro-geographical impact of the proposed basement construction on adjacent properties will be negligible. Surface water flows will be required to be attenuated through the use of a Sustainable Urban Drainage System. The provision of basement accommodation is therefore considered to be acceptable in terms of policy DM D2 subject to suitable conditions being attached.

7.11 Trees

In relation to trees, the three large TPO trees on the frontage of Arterberry Road are to be retained and no street trees are to be removed as a consequence of the proposals. There are currently 9 B grade trees on the site and 1 B grade group. 5 of the B grade trees are to be retained and 4 trees and 1 group to be removed. Of these, trees T16 and T17 are within the rear garden area and make a limited contribution to the street scene. G15 is a line of Lawson cypresses which are set back from the street along the side boundary and although in reasonable condition, are not particularly attractive. T10 is a Lawson cypress in the front garden and T14 is a silver birch on the side boundary. The Council's Tree Officer has examined the proposals and has no objections subject to the planting of suitable replacement trees both within the front gardens and to the rear. The applicant has confirmed that all trees to be retained will be protected during construction works with protective fencing sited along the edge of the root protection area in accordance with the requirements of BS.5837:2012 and planning conditions can also ensure that the tree protection measures are undertaken together with associated landscaping works. The Council's tree officer has confirmed that the proposed tree works are acceptable and the proposal complies with the requirements of policy DM 02 (Nature Conservation, Trees, Hedges and Landscape Features).

7.12 Parking

A number of representations have expressed concern at the potential impact of the proposal upon on-street parking in Dunmore Road as well as the loss on on-street parking spaces due to the formation of a vehicular access for house 'A'. The proposed new vehicular access would result in the loss of possibly two on street parking spaces, the development would provide off

street car parking for House A (accessed from Dunmore Road) and house 'D' via the existing access to the site from Arterberry Road. Therefore two of the four houses would have off-street parking. Although it is acknowledged that demand within Dunmore Road is high because of lack of off street parking, the demand is less strong in surrounding roads. The proposal is considered to maintain a suitable balance between retaining a continuous front boundary treatment, suitable siting of houses with soft landscaped front gardens typical of the road and provision of parking. The transport officer does not consider parking pressures to be so acute as to warrant making the development permit free in this location. The parking provision, access and cycle parking arrangements are considered to be acceptable in terms of policy CS20.

7.13 Quality of Accommodation

The houses comfortably meet the GIA requirements of the London Plan for houses of this size and the garden sizes are in excess of 70 square metres for houses A-C and in excess of 150 square metres for House D.

7.14 Sustainability Issues

On 25 March the Government issued a statement setting out steps it is taking to streamline the planning system. Relevant to the proposals, the subject of this application, are changes in respect of sustainable design and construction, energy efficiency and forthcoming changes to the Building Regulations. The Deregulation Act was given the Royal Assent on 26 March. Amongst its provisions is the withdrawal of the Code for Sustainable Homes.

7.15 Until amendments to the Building Regulations come into effect the government expects local planning authorities not to set conditions with requirements above Code level 4 equivalent. Where there is an existing plan policy which references the Code for sustainable Homes, the Government has also stated that authorities may continue to apply a requirement for a water efficiency standard equivalent to the new national technical standard.

7.16 In light of the government's statement and changes to the national planning framework it is recommended that conditions are not attached requiring full compliance with Code Level 4 but are attached so as to ensure that the dwelling is designed and constructed to achieve CO2 reduction standards and water consumption standards equivalent to Code for Sustainable Homes Level 4.

7.17 Developer Contributions

The proposed development would be subject to payment of the Merton Community Infrastructure Levy and the Mayor of London's Community Infrastructure Levy (CIL). The proposal involves the redevelopment of the site by the erection of four dwellings. Policy CS8 (Housing Choice) of the Adopted Merton Core Strategy requires developments of 1 – 9 residential units to make a financial contribution towards Affordable Housing in the borough, secured through a S.106 Agreement. The developer has provided three independent valuations of the completed development and the financial contribution has been calculated using the formulaic approach set out in

Merton's Affordable Housing Viability Study (2010) for calculating the affordable housing equivalent to that provided on-site as a financial contribution. The developer contribution has been therefore been calculated at £367,326

8. **CONCLUSION**

- 8.1 The design and layout of the proposed pairs of semi-detached houses are considered to be acceptable in this location. The siting of the proposed houses would not affect neighbour amenity and would preserve and enhance the setting of the adjacent conservation area. Accordingly it is recommended that planning permission be granted.

RECOMMENDATION

GRANT PLANNING PERMISSION subject to

Completion of a legal agreement

Heads of terms

Affordable housing contribution of £367, 326

And subject to the following conditions:-

1. A.1 Commencement of Development
2. A.7 Approved Drawings
3. B.1 (Approval of Facing Materials, including 1:20 details of porches and Window Reveals)
4. B.4 (Site Surface Treatment)
5. B.5 (Boundary Treatment)
6. C.2 (No Permitted Development Doors/Windows)
7. C.4 Obscure Glazing (Windows within Side Elevation of House 'A')
8. C.7 (Refuse and Recycling-Implementation)

9. D.9 (External Lighting)
10. D.11 (Construction Times)
11. F.1 Landscaping Scheme
12. F.2 Landscaping (implementation)
13. F.5P Tree Protection
14. F.8 Site Supervision
15. H.2 Vehicular Access to be Provided
16. H.7 Cycle Parking to be Implemented
17. H.9 (Construction Vehicles)
18. J.1 (Lifetime Homes)
19. No part of the development hereby approved shall be occupied until evidence has been submitted to the Local Planning Authority demonstrating that the development has achieved not less than CO2 reductions (ENE1) (a 25% reduction compared to 2010 part L regulations), and initial water usage (WA1) (150 litres/per/day) standards equivalent to Code for Sustainable Homes Level 4.
20. Prior to commencement of development, a detailed Basement Construction Method Statement shall be submitted to and be approved in writing by the Local Planning Authority and the basement shall be constructed in accordance with the approved details.

Reason for condition: In the interest of neighbour amenity and to ensure that the basement works are constructed in a satisfactory manner and to comply with policy DM D2 of Merton's sites and Polices Plan (July 2014).

21. Prior to commencement of development full details of the design of a Sustainable Drainage system shall be submitted to and be approved in writing by the Local Planning authority and the Sustainable drainage system shall be implemented in accordance with the approved details.

Reason for condition: In the interest of sustainable development and to comply with policy DM F2 of Merton's Sites and Policies Plan (July 2014).

INF.1 (Party Wall Act)

. INF.7 (Hardstanding)

INF. 8 (Construction of Vehicular Access)

. INF.9 (Works to Public Highway)

Informative

Evidence requirements in respect of condition 19 are detailed in the 'Schedule of evidence required for Post Construction Stage from Ene1 and Wat 1 of the Code for Sustainable Homes Technical Guide.