

PLANNING APPLICATIONS COMMITTEE
21st April, 2016

Item No:

UPRN

APPLICATION NO.

DATE VALID

15/P4762

05/01/2016

Address/Site:

Land adjacent to 87 Denison Road, Colliers Wood

Ward:

Colliers Wood

Proposal:

Erection of a new residential building comprising 1 x 2 bed ground floor flat with garden and outbuilding (home office) and 1 x 1 bed flat on first floor and within loft

Drawing No.'s:

'Site Location Plan DEN-EX-1', 'DEN-PR-1 Proposed Elevations', 'DEN-PR-2 Proposed Elevations', 'DEN-PR-3 Proposed Ground Floor', 'DEN-PR-4 1st Floor & Illustration', 'DEN-PR-5 Illustration and Elevations' & 'DEN-PR-6 Proposed Side Elevation North'

Contact Officer:

Felicity Cox (020 8545 3119)

RECOMMENDATION

Grant planning permission subject to Section 106 Obligation & Conditions

CHECKLIST INFORMATION

- 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: 30
- External consultations: 0
- Controlled Parking Zone: Yes

1. INTRODUCTION

- 1.1 This application is being brought to the Planning Applications Committee due to the level of public interest in the proposal.

2. SITE AND SURROUNDINGS

- 2.1 The application site is located between the access passage at the rear gardens to dwellings 13 to 35 Briscoe Road, and the side boundary of 87 Denison Road. The site has a 6.4m wide frontage to Denison Road.
- 2.2 The site was previously used for the storage of vehicles, and is entirely hardstanding. A large 2 metre wooden double gate forms the entrance to the site from Denison Road, with 2 metre high brick walls to the side and rear boundaries. The boundary walls are topped with metal security fencing another 1.5-2 metres above this.
- 2.3 The application site is not in a conservation area. The site is located in a controlled parking zone and has a PTAL Rating of 5 (very good).
- 2.4 The eastern side of Denison Road in which the site is located is largely characterised by the flank walls of dwellings fronting Briscoe Road and Walpole Road, which are constructed to the footway. The adjoining semi-detached dwellings at 85 & 87 Denison Road are the only dwellings on the eastern side of Denison Road oriented to this street frontage. The opposite side of Denison Road is characterised by a row of traditional terrace housing of uniform design.

3. CURRENT PROPOSAL

- 3.1 The current proposal is to erect a new residential building comprising 1 x 2 bed ground floor flat with garden and outbuilding (home office) and 1 x 1 bed flat on first floor and within the loft.
- 3.2 The flats have been designed as a two-storey, detached residential building with two storey bay windows to the front elevation and a gable roof. The dwelling will be constructed from bricks to match the existing terrace housing in the street ('Traditional London Reds' or similar) and Marley Eternit fibre cement (slate like) roof tiles or similar.
- 3.3 The ground floor flat would consist of 2 bedrooms with 3 bed spaces, and would have a Gross Internal Floor Area of 74 square metres. Access to the flat will be from the main front door fronting Denison Road. The flat would have direct access via the living room to the private amenity space at the rear of the property; of which 98 square metres of garden space has been allocated to the flat. A single storey outbuilding with a floor area of 15m² is proposed in the rear of the garden to be used for the purpose of cycle and general storage and as a home office.
- 3.4 The upper storey flat will be located within the first floor and loft of the residential building. The flat will consist of a living/dining/kitchen and WC on the first floor and 1 double bedroom within the loft with dormer to the rear elevation. The flat will have a Gross Internal Floor Area of 63 square metres.
- 3.5 The upper storey flat will have direct access from the street via a side door adjacent to the side boundary with 87 Denison Road. Secure cycle storage is proposed next to the entrance.

3.6 The existing boundary walls are proposed to be retained with 2 metre close board timber doors proposed to provide access to the garden of Flat 1 and the access to Flat 2. A low front wall matching the style and height of the properties on the opposite side of Denison Road is proposed, with metal low black painted gates providing access.

4. PLANNING HISTORY

4.1 The site has no relevant planning history.

5. CONSULTATION

5.1 30 neighbouring properties were consulted by letters and a site notice was displayed.

5.2 Seven objections were received from fourteen local residents raising concerns relating to:

- Site too small for a property of this size
- Overlooking of existing properties in Briscoe Road & Walpole Road
- Reduction in light due to height of building
- Addition of outbuilding unnecessary and could have second storey added in future
- Increased parking pressure from development
- Removal of gate from end of path and replacement with low boundary wall will increase anti-social behaviour currently associated with the pedestrian access path
- Potential use of home office as a business due to separate access from pedestrian path, leading to noise and disruption to residents
- Height and bulk of building significant and would overshadow adjacent gardens and front rooms of dwellings on opposite side of Denison Road
- Overhang of roof onto communal path
- Further details of materials requested
- Pulling down of existing security fence supported, but requested this be reduced to 1.8m rather than 2m
- Request that sunlight/overshadowing studies be provided
- Loss of outlook from height of building

6. POLICY CONTEXT

6.1 NPPF - National Planning Policy Framework (2012):
Part 6 Delivering a wide choice of high quality homes.
Part 7 Requiring Good Design.

6.2 London Plan Consolidated (2015).
3.3 Increasing housing supply;
3.4 Optimising housing potential;
3.5 Quality and design of housing developments.
5.3 Sustainable design and construction.
6.9 Cycling
7.4 Local character

7.6 Architecture
London Housing Supplementary Planning Guidance 2012

6.3 Merton Sites and Policies Plan (July 2014).
DM D2 Design considerations in all developments.
DM T3 Parking.

6.4 Merton Core Strategy (2011).
CS 8 Housing choice;
CS 9 Housing provision;
CS 14 Design;
CS 15 Climate change;
CS 18 Active transport;
CS 20 Parking, servicing and delivery.

7. PLANNING CONSIDERATIONS

7.1 The main planning considerations include assessing the principle of development, the need for additional housing and housing mix, design and appearance of the proposed building, the standard of the residential accommodation, the impact on residential amenity and impact on car parking and traffic generation.

Principle of Development

7.2 Core Planning Strategy Policy CS9 encourages the development of additional dwellings within residential areas in order to meet the London Plan target of 42,389 additional homes per year from 2015-2036 (Merton - 411 per year). The National Planning Policy Framework 2012 and London Plan policies 3.3 & 3.5 promote sustainable development that encourages the development of additional dwellings locations with good public transport accessibility.

7.3 The site has a PTAL rating of 5 (1 being the lowest and 6 being the highest) which is considered to be very good and is surrounded by residential development. The site has previously been used for the storage of vehicles (no record of planning permission) and is currently considered to be underutilised.

7.4 The current proposal would help provide a mix of dwelling types within the local area and would make a modest contribution to housing targets in an area of good public transport accessibility. The principle of the redevelopment of the site for residential purposes is therefore considered acceptable.

Character and Appearance

7.5 London Plan policies 7.4 and 7.6, Core Strategy policy CS14 and SPP Policies DMD2 and DMD3 require well designed proposals that will respect the appearance, materials, scale, bulk, proportions and character of the original building and their surroundings.

- 7.6 The proposed building has adopted a traditional design approach, reflecting the design, proportion and character of the terrace housing on the opposite side of Denison Road through the inclusion of a two storey bay window, gable roof, sash windows and use of matching materials. The rear of the building will feature a dormer window and two storey wing similar to the immediately surrounding terrace housing which have two storey original outriggers, in addition to many rear roof dormer extensions. The proposed detached dwelling has the appearance of one of the single terrace houses from the opposite row, and the design and massing of the dwelling is considered by officers to complement the character of the streetscene and surrounding area.
- 7.7 It is noted that ridge and eave heights of dwellings on the eastern side of Denison Road vary within the street. The proposed height of the building in terms of ridge and eaves height is approximately 400mm higher than the adjoining dwellings, however this variation in building height is not considered to result in a dwelling that is out of context with the height of dwellings in the street or results in a dwelling that is overbearing on the streetscene.
- 7.8 The building will be provided with a modest front garden terrace similar to surrounding traditional terrace housing, resulting in a front setback that complements the building line of Denison Road.
- 7.9 It is considered that the proposal will not harm the character and appearance of the area in accordance with the above policies, and is considered to be an improvement to the streetscene from the existing high blockwork walls and security fencing.

Neighbouring Amenity

- 7.10 SPP policy DMD2 states 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 loss of light, quality of living conditions, privacy, visual intrusion or noise.
- 7.11 Windows to the new flats have primarily been oriented to the front and rear elevations where there is sufficient separation distances from windows of adjacent properties by virtue of the carriageway and deep rear garden to ensure no loss of privacy will result. No windows are proposed to the northern flank elevation, hence overlooking into the rear gardens of dwellings fronting Briscoe Road is not anticipated. A single side facing window is proposed on the second storey of the southern flank elevation. As this window is to a WC, the window can be conditioned to be obscured glazed to protect the privacy of 87 Denison Road.
- 7.12 The dwelling will be located at the end of the rear gardens and shared access path of the properties fronting Briscoe Road. Given the separation from the rear walls of these properties and the height, proportions and relatively modest depth of the building which is commensurate with surrounding terrace housing, the proposal is not considered to significantly impede outlook or be visually intrusive on these dwellings. At the rear of the dwelling, the 'outrigger' has been stepped down in height to further minimise any perceived visual intrusion.

- 7.13 Where the dwelling extends past the rear wall of 87 Dennison Road, the building has been offset from the side boundary so to not be visually intrusive on the residents of this dwelling.
- 7.14 Overshadowing studies have been provided by the applicant following consultation. Whilst the shading studies show that there will be some overshadowing from the new residential dwelling, the proposal plans have demonstrated that the windows of the nearest habitable rooms will continue to receive levels of natural light that meet the adopted BRE guidance.
- 7.15 The single storey outbuilding will be located at the rear of the site, adjacent to outbuildings on the adjoining properties. The building is comparable in size to the adjoining outbuildings and as the use is for a home office/storage associated with the flat, is not considered to compromise the amenities of neighbours. Although objections have been raised about the potential use of the outbuilding as a separate business use, any such change of use would remain subject to planning control.
- 7.16 Objections have been raised in relation to the removal of the security gate to the shared access path. The applicant has confirmed they would be agreeable to the provision of a new secure replacement gate to address these concerns. A condition is therefore recommended for the implementation of a new security gate to the existing passage, near the front corner of the proposed building to provide maximum security and lowest impact.

Standard of residential accommodation

- 7.17 Policy DM D2 and DM D3 of the Site and Policies Plan states that all proposals for residential development should safeguard the residential amenities of future occupiers in terms of providing adequate internal space, a safe layout and access for all users; and provision of adequate amenity space to serve the needs of occupants. Policies CS 8, CS9 and CS14 within the Council's Adopted Core Strategy [2011] states that the Council will require proposals for new homes to be well designed.
- 7.18 Policy 3.5 of the London Plan 2015 states that housing developments 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).
- 7.15 The proposed two bedroom, three person ground floor flat will have a gross internal floor area of 74 square metres. This exceeds the London Plan minimum requirement of 61 square metres. The upper storey 1 bedroom, 2 person flat will have a gross internal floor area of 63 square metres, which will also exceed the London Plan minimum requirements of 58 square metres.
- 7.16 The proposed floor areas for all double bedrooms exceeds the London Plan requirement of 12 square metres, and the proposed single room within the ground floor flat also exceeds the London Plan requirement of 8 square metres. The living/kitchen/dining areas of each unit also exceed the London

Plan requirements of 25 square metres for a 3 person flat, and 23 square metres for a 2 person flat. It is considered that all rooms will have reasonable outlook and access to daylight.

- 7.17 SPP policy DMD2 and London Plan Housing Standards requires that for all new flats, the Council will seek a minimum of 5 square metres of private outdoor space for 1-2 person flatted dwellings and an extra 1 square metre for each additional occupant. The ground floor flat will be provided with safe and convenient access to a private garden amenity space of 93 square metres.
- 7.18 Whilst a modest amount of amenity space would normally be required for all flats, the upper storey flat is not a family sized unit. A generous living area has been provided, and it is considered that the absence of outdoor private amenity space would not be the basis to withhold permission in this instance.
- 7.19 It is considered that the proposed flats would provide a satisfactory standard of accommodation in accordance with the above policy requirements.

Transport and parking

- 7.20 Core Strategy policy CS20 requires that development would not adversely affect pedestrian or cycle movements, safety, the convenience of local residents, on street parking or traffic management.
- 7.21 Sites and Policies Policy DM T3 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. The site is PTAL 5 and is within a parking control zone.
- 7.22 No off-street parking is proposed. Given the good PTAL rating of the site, and as the site is within a controlled parking zone, the grant of planning permission may reasonably be subject to a Section 106 agreement to the effect that the occupiers of the new units would not be eligible for parking permits. This is to ensure that no additional parking stress results from the proposed development.

Refuse storage and collection

- 7.23 Policy CS20 of the Core Strategy [July 2011] states that the Council will seek to implement effective traffic management by requiring developers to incorporate adequate facilities for servicing to ensure loading and unloading activities do not have an adverse impact on the public highway.
- 7.24 The submitted plans show the provision of refuse stores within the front garden area of the building, similar to surrounding residential development in the street. This is considered to be unobtrusive and will facilitate safe refuse collection from the street in accordance with policy.

Cycle storage

- 7.25 Core Strategy Policy CS 18 and London Plan policy 6.9 call for proposals that will provide for cycle parking and storage. A new 1 bedroom flat would be

required to provide 1 bicycle space, and a new two bedroom flat would be expected to provide a store for at least 2 bicycles.

- 7.26 The proposed plans show each flat will be provided with a secure and accessible cycle store. The ground level flat will be provided with sufficient storage within the rear outbuilding for 2 bicycles, whilst the upper storey flat will have a secure cycle lock area for 1 bicycle adjacent to the entrance. The proposal is considered to be consistent with policy.

Developer Contributions and affordable housing.

- 7.27 Policy CS.8 of the Merton LDF Core planning Strategy (2011) considers the Council's requirements for schemes of less than 10 units to contribute to the provision of affordable housing within the borough.
- 7.28 Based on open market values and using the Council's calculator it is estimated that the scheme could deliver an off-site affordable housing contribution of £66,141. The applicant has confirmed that they are willing to provide this contribution.

8. CONCLUSION

- 8.1 The proposed new residential building to provide two new flats would see the redevelopment of a currently underutilised site that has good public transport accessibility and is commensurate with the residential character of the surrounding area. The building has been designed to complement the design, bulk, massing and proportions of housing within Denison Road. The design of the flats meets minimum standards required for Gross Internal Area and kitchen/living room sizes, and is considered to provide an acceptable standard of accommodation for future occupiers. The conversion is not considered to result in adverse amenity impacts on neighbours, and is therefore recommended for approval.

RECOMMENDATION

Grant permission subject to the completion of a Section 106 Agreement covering the following heads of term;

1. Financial contribution towards the provision of affordable housing in the borough (£66,141).
2. Both two flats are to be permit free residential units
3. The developer agreeing to meet the Council's costs of preparing [including legal fees] the Section 106 Obligations [to be agreed].
4. The developer agreeing to meet the Council's costs of monitoring the Section 106 Obligations [to be agreed].

And subject to conditions.

Conditions

- 1) A1 Commencement of works

2) A7 Built according to plans; 'Site Location Plan DEN-EX-1', 'DEN-PR-1 Proposed Elevations', 'DEN-PR-2 Proposed Elevations', 'DEN-PR-3 Proposed Ground Floor', 'DEN-PR-4 1st Floor & Illustration', 'DEN-PR-5 Illustration and Elevations' & 'DEN-PR-6 Proposed Side Elevation North'.

3) B3 External materials to be approved

4) Details of Walls/Fences

5) C04 Obscured Glazing (Opening Windows)

Before the development hereby permitted is first occupied, the windows in the first floor, southern elevation shall be glazed with obscured glass and shall be maintained as such thereafter.

6) C07 Refuse & Recycling (Implementation)

7) E06 Ancillary Residential

The outbuilding hereby permitted shall not be occupied at any time other than for purposes ancillary to the residential use of the ground floor flat.

8) H03 Redundant Crossovers

9) H07 Cycle parking to be implemented

10)H09 Construction Vehicles

11) L2 Code for Sustainable Homes

12) Non-Standard Condition

No development shall take place until details of the new secure gate to the shared side pedestrian passage are submitted in writing for approval to the Local Planning Authority. No works which are the subject of this condition shall be carried out until the details are approved, and the development shall not be occupied / the use of the development hereby approved shall not commence until the details are approved and works to which this condition relates have been carried out in accordance with the approved details. The secure gate shall be permanently retained thereafter.

Reason: To ensure a satisfactory and safe development in accordance with the following Development Plan policies for Merton: policies 7.5 and 7.6 of the London Plan 2015, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D1 of Merton's Sites and Policies Plan 2014.

13)NPPF Informative