

PLANNING APPLICATIONS COMMITTEE 16 March 2017

APPLICATION NO.
16/P4780

DATE VALID
12/12/2016

Address/Site: 183 Streatham Road, Mitcham, CR4 2AG

Ward Graveney

Proposal: Part change of use of ground floor from Class A2 (financial and professional services) to residential use with retention of part of ground floor for continued use within Class A2 (financial and professional services); basement extension including covered lightwell under forecourt onto Streatham Road; ground floor rear extension in connection with the formation of an enlarged residential unit; rebuilding of garage to rear and alterations to ground floor frontage.

Drawing Nos: SR/C2; SR/C3; SR/C4; SR/C5; SR/C6; SR/C7; SR/C8; SR/C9; SR/C13

Contact Officer: Jonathan Siotas (020 8545 3707)

RECOMMENDATION
GRANT PERMISSION SUBJECT TO CONDITIONS.

CHECKLIST INFORMATION

- Heads of agreement: n/a
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice: No
- Site notice: Yes
- Design Review Panel consulted: No
- Number of neighbours consulted: 10
- External consultations: None

1. INTRODUCTION

- 1.1 The application has been brought before the Planning Applications Committee at the request of Councillor Kirby and due to the nature and scope of objections received.

2. SITE AND SURROUNDINGS

- 2.1 This application relates to a two storey mid-terrace building which comprises office space (Use within Class A2 – Financial and professional services) and an entrance and kitchen for residential accommodation. The first floor comprises three bedrooms and a bathroom. The site has rear garden which includes a sub-station and a garage which can be accessed from a rear laneway.
- 2.2 The site forms part of terrace with commercial premises at the ground floors and residential accommodation in the first floor. The wider locality is generally characterised by rows of residential buildings. To north of the site on the corner of Streatham Road is a four storey residential building with the ground floor occupied by a Tesco Express and flats on the upper floors.
- 2.3 The site is not located within a Conservation Area nor a Controlled Parking Zone. The site does not have any other planning designations.

3. CURRENT PROPOSAL

- 3.1 This application proposes a basement extension which will include a light well at the front and rear, a ground floor rear extension, rebuild of the garage, the formation of a new party wall with 185 and the alteration to the entrance of the building.
- 3.2 The basement extension would include a playroom/media room, guest room, lounge room, a room which contains a pumping system and WC. The basement would extend under the whole footprint of the existing building and project forward underneath the forecourt to the premises. A lightwell at the front is proposed to provide light to the play room and would be topped by a fixed grille. The guest room and lounge room at the rear would have access onto a rear lightwell.
- 3.3 The single storey rear extension would be 5.2m long and have a flat roof. The rear extension would comprise a living and dining area for the residential unit. A total of 24.3sqm of office space will be retained. The rear elevation at the first floor of the existing building would have French doors installed from one of the bedrooms to provide access out onto the roof. Drawings are annotated to the effect that access would be for maintenance. The footprint of the first floor is not being extended.
- 3.4 The alterations to the ground floor frontage would result in the existing porch being filled in so that the door aligns with the front window of the office. There will be a communal hallway providing separate access to the office and also the residential unit.

4. PLANNING HISTORY

- 4.1 15/P4683 - APPLICATION FOR LAWFUL DEVELOPMENT CERTIFICATE IN RESPECT OF THE PROPOSED ERECTION OF A REAR ROOF EXTENSION AND INSTALLATION OF 2 x ROOFLIGHTS TO FRONT ROOF SLOPE. – withdrawn by applicant
- 4.2 16/P0505 - ERECTION OF A REAR ROOF EXTENSION AND INSTALLATION OF 2 x ROOFLIGHTS TO FRONT ROOF SLOPE. – granted permission on 23/3/2016. At the time of this application works had not commenced.
- 4.3 16/P2306 - EXCAVATION OF BASEMENT TO CREATE 3 BED UNIT, ERECTION OF A SINGLE STOREY REAR EXTENSION WITH ROOF TERRACE, ERECTION OF SINGLE STOREY OUTBUILDING WITH ROOF TERRACE ABOVE, BRIDGE LINKING ROOF TERRACES AND ALTERATIONS TO FRONT ELEVATION. – withdrawn by applicant.

5. POLICY CONTEXT

- 5.1 London Plan 2015;
6.13 (Parking),
7.4 (Local character),
7.6 (Architecture)
7.15 (Noise).
- 5.2 Merton Sites and Policies Plan July 2014 policies;
DMD2 (Design considerations in all developments),
DMD3 (Alterations and extensions to existing buildings)
DMEP2 (Reducing and mitigating noise)
- 5.3 Merton Core Strategy 2011 policy:
CS14 (Design)

6. CONSULTATION

- 6.1 Public consultation was undertaken by letters sent to neighbouring properties and a site notice.
- 6.2 Two letters of objection were received which raised the following concerns:
- Insufficient on street parking.
 - Over-occupancy of development would be un-neighbourly.
 - Extension granted under 16/P0505 not shown on plans.
 - Basement could cause structural issues.
 - Over occupancy would cause noise pollution.
 - The rear outbuilding is excessive for this development.
 - Rear extension will be incongruous to the character and appearance of area.
 - The pumping system in the basement will have a detrimental impact on neighbouring amenity due to noise generated.

7.0 PLANNING CONSIDERATIONS

- 7.1 The main considerations for this application are the principle of a reduced office and an enlarged residential unit, design and appearance, the impact on neighbour amenity, the impact of the basement, impact on traffic and parking.

Principle of Development

- 7.2 While Merton's Sites and Policies Plan policy DM.E3 seeks to resist the loss of scattered employment sites the focus of this policy is on safeguarding premises or land that operate within Classes B1 (office light industrial, and research), B2 (general industrial) and B8 (storage and distribution). The reduction in floorspace for the A2 use does not conflict with adopted policy and retains a commercial presence on the Streatham Road frontage.
- 7.3 The proposal would significantly enlarge the existing residential accommodation and introduce a number of additional rooms primarily within a new basement. Representations raised concerns that this proposal could create new residential units on the site. While it is recognised that this proposal will allow for additional occupants to potentially live on the premises, there are no planning restrictions on the number of rooms a single dwelling can have and the proposed layout clearly shows that all works will form part of the one residential unit. It would be improper to assess the proposals as anything other than as a single unit of accommodation. In the event that permission was granted and the development was implemented, sub division of the enlarged accommodation to form flats would fall within planning control.
- 7.4 The proposals would retain a modest patio style garden of around 41 sqm. While adopted policy DM.D2 requires a minimum of 50 sq.m for gardens for new single family dwellings the proposals are essentially the enlargement, albeit a significant enlargement, of a flat above, to the rear and below a commercial unit and not a newbuild family dwelling. Officers consider that in a mixed commercial and residential terrace, such as that within which the property is located, outdoor amenity space standards may reasonably be relaxed allowing for pressure on the commercial element to often expand rearwards. Notwithstanding that the garden would be smaller than the minimum normally required in new build situations, it would appear unreasonable to apply slavishly the 50 sq.m threshold for garden space in this instance.

Design and appearance.

- 7.5 London Plan policies 7.4 and 7.6, Core Strategy policy CS14 and SPP Policies DM.D2 and DM.D3 require well designed proposals that will respect the appearance, materials, scale, bulk, proportions and character of the original building and their surroundings.
- 7.6 Notwithstanding the significant basement works the impact of this element of the proposals on the streetscene would be limited to the forecourt grilles. The neighbouring property at 185 has an enclosed front porch at the front of the property and in the wider terrace there is a variance in terms of the design of

entrances. It is not considered that the enclosing of the front porch with a door that aligns with the front window of the office would harm the appearance of the terrace. Changes to the shopfront would blend in with the character of the rest of the terrace. Alterations to extensions to the rear would not impact on the public realm and the plain and simple design of the extensions is considered acceptable.

- 7.7 The existing sub-station in the rear garden will remain and the new garage will be of a similar scale and size as the existing. Given the scale of development in the neighbouring gardens which occupies the majority of the rear gardens it is not considered the new garage will detract from the character of the surrounding area.

Impact on Neighbouring Amenity

- 7.8 SPP policy DM D2 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 and noise.
- 7.9 181 Streatham Road has a single storey rear extension that is the full depth of the site and almost the full width of the plot while to the rear of 185 there are various single storey extensions which incrementally have similarly filled the space to the rear of the site. The proposed extension and garage would not have an impact on neighbour amenity given the context.
- 7.10 Annotation to the drawings show the French windows to provide access to the flat roof for maintenance and not to gain access to a terrace. The design of the alterations to the rear elevation, comprising the installation of the French windows at first floor, along with the use of the flat roof can be conditioned so as to ensure no harmful impact arises to neighbouring properties in terms of overlooking.
- 7.11 Policies DM.D2 and DM.EP2 provide a policy framework for safeguarding neighbour amenity from noise. Concerns were raised in a representation with regard to the pumping system that will be installed within the basement and potential impact it could have on neighbouring residential amenity resulting from noise pollution. This system is required to be able to pump water and sewerage from the basement's WC and bathroom. The pump would be essentially domestic in scale serving limited basement facilities and is to be located under the front foot way. As such it is not considered that it would cause an unreasonable impact on neighbouring amenity in terms of noise, thereby not conflicting with adopted policy, and the inclusion of a condition to regulate noise levels is not considered necessary.

Impact of the proposed basement.

- 7.12 Policy DM D2 of the adopted Merton Sites and Policies Plan 2014 sets out specific requirements in relation to proposals with a basement element, with further information provided in the justification for the policy at paragraphs 6.26 to 6.36 and any development should have regard to these requirements.

- 7.13 The Council's Senior Structural Engineer raises no objection to the proposal subject to conditions requiring further details which would ensure the structural stability of nos 181 and 185 during the excavation and construction phases. These details cover construction method statements, movement monitoring report and a Geotechnical Investigation Report. The level of detail that is to be secured via the relevant conditions is considered to be necessary given that the basement will immediately abut a public highway therefore it needs to be ensured that structural stability is safeguarded and neighbourhood amenity is not harmed at any stage by the development proposal.
- 7.14 With regard to the lightwell being installed at the front it was confirmed by the Council's Highways Engineer that there is a 2.5m deep forecourt area in the front of the property which is owned by the applicant and the forward basement extension can be constructed.
- 7.15 In terms of noise, and vibrations from the excavation and any piling works that would be undertaken, an hours of work condition would be attached to any consent to ensure that works only occur during normal working hours Monday to Friday (08:00-18:00), Saturday mornings (08:00-13:00) and not at all on Sundays or Bank Holidays. Furthermore a condition securing details, including noise mitigation methods relating to any piling works would also be attached to any consent so as to satisfy the objectives of adopted policies DM.D2 and DM.EP2.
- 7.16 No objection was raised by the Council's Flood Risk Engineer. Their comments highlighted that the drainage and sewerage from the basement would be pumped to ground level prior to discharging into the Thames Water Sewer with the provision of a pump located at the front of the basement.
- 7.17 It is noted that no calculations were submitted as part of this application showing how the runoff rates will be reduced in accordance with the London Plan 5.13. Given that this information has not been provided a condition requiring a detailed drainage scheme to be provided and approved by the Council prior to the commencement of the development is necessary. This will ensure that the drainage system and runoff will be acceptable for the proposal and not increase the risk of flooding.

Traffic and parking

- 7.18 Notwithstanding the potential for a larger single unit to generate additional pressure for car parking, this is likely to be low. Adopted standards for new larger dwellings (3+ bedrooms) in areas with a low PTAL score such as this would only require 2 spaces as a maximum and given the presence already of a flat on the site it would be unreasonable to withhold permission on the basis of a harmful impact on parking locally.

Refuse and Recycling

- 7.19 Suitable refuse and recycling are shown to the rear of the property in front of the sub-station and garage. A condition requiring these to be implemented in accordance with the approved plans shall be placed on any permission granted.

8. SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS

- 8.1 The application does not constitute Schedule 1 or Schedule 2 development. Accordingly, there are no requirements in terms of EIA submission.

9. CONCLUSION

- 9.1 The design, scale and siting of the extensions are not considered to harm the character or appearance of the host property or the locality. It is not considered that there would be any undue impact on the privacy or residential amenities of the occupiers of neighbouring properties that would warrant the refusal of the application. The excavation of the basement is considered acceptable subject to conditions. Any additional pressure on parking locally is likely to be modest such that it would not justify a reason for refusal. The proposal is therefore considered to accord with the relevant policies of the Sites and Policies Plan, the Core Strategy, the London Plan and the NPPF.

RECOMMENDATION

Grant planning permission subject to the following conditions:

1. A1 Commencement of Development (Full Application)
2. A7 Approved Plans
3. B3 External Materials as Specified
4. C7 Refuse and Recycling (implementation)
5. C8 No use of Flat Roof (Standard condition amended)
Access to the flat roof of the development hereby permitted shall be for maintenance or emergency purposes only, and the flat roof shall not be used as a roof garden, terrace, patio or similar amenity area. The French windows shall have safety railings fitted to the outside face of the property so as to regulate access onto the roof with such measures retained for so long as the French windows remain.
6. D11 Construction Times
7. F9 Hardstandings
8. Non Standard Condition (Structural Engineering)
No developments shall commence on site until the below documents have been submitted to and agreed in writing by the local planning authority:
 - a) Detailed Construction Method Statement produced by the Contractor responsible for the excavation and construction of the basement. This shall be reviewed and agreed by the Structural Engineer designing the basement.

- b) Movement Monitoring report produced by the specialist surveyors appointed to install the monitoring gauges. The detailed report should include the locations of the horizontal and vertical movement monitoring, frequency of monitoring, trigger levels (green, amber and red) for the various respective locations, the actions required for different trigger alarms etc.
- c) Geotechnical Investigation Report with detailed borehole information and the Allowable Bearing Capacity of soil at basement floor level. The report shall also give the soil parameters needed to undertake calculation of the lateral earth pressures and therefore design the retaining walls.
- d) Calculations for the basement wall retaining the highway are to be submitting incorporating the following:
 - i) The calculation included in the Construction Method Statement for a typical underpinning section used an assumed angle of internal friction of 30 degrees – The soil parameters, such as angle of internal friction and soil density used in the calculation, should be derived from testing soil samples as part of the geotechnical investigation.
 - ii) The water level should be assumed to be at '0' metres below ground level in accordance with Eurocodes.
 - iii) The design of the basement retaining the highway should be carried out in accordance with Eurocodes.
 - iv) At Rest Pressure should be used for the design of the basement wall retaining the highway for the permanent condition.
 - v) A Surcharge of 10 kN/m² has to be assumed in the design of the retaining walls experiencing vehicle loading from the highway.
- e) Temporary works drawings supported with calculations.
- f) Structural drawings of the basement retaining walls, namely the retaining wall supporting the highway. Drawings should clearly show details such as the grade of concrete and steel to be used.
- g) Details of pedestrian management while excavating the basement below the forecourt.

Reason. To ensure that the proposals do not cause harm to the built environment and local amenity and do not result in flooding or ground instability and to comply with policy DM.D2 of the Merton Sites and Policies Plan (2014).

9. Non Standard Condition (Drainage)

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).

No works which are the subject of this condition shall be carried out until the scheme has been approved in writing by the local planning authority, 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 Merton Sites and Policies Plan (2014).

10. Non Standard Condition (Garage Restriction)

The garage hereby permitted shall not be used at any time other than as a garage ancillary to the dwelling known as 183 Streatham Road, Mitcham.

Reason: To prevent the introduction of others uses that may harm the amenities of the occupiers of adjoining properties.

11. Non Standard Condition (Piling Noise Mitigation)

Prior to the commencement of any piling on site a piling risk assessment and methodology shall be submitted to and approved in writing by the Local Planning Authority. This shall provide details of how;

The method of piling to be undertaken;

The noise mitigation measures to be employed.

Reason: To safeguard the amenities and privacy of the occupiers of adjoining properties and to comply with the following Development Plan policies for Merton: policy 7.15 of the London Plan, and policies DM D2 and DM EP2 of the Merton Sites and Policies Plan 2014.

Informatives:

1. Note to Applicant – Approved Schemes
2. Party Walls Act
3. Works on the Public Highway
4. Discharge conditions prior to commencement of work

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