

PLANNING APPLICATIONS COMMITTEE 14 NOVEMBER 2019

APPLICATION NO.

DATE VALID

19/P1799

05/06/2019

Address/Site: Oakleigh, Herbert Road
Wimbledon London
SW19 3SH

Ward: Dundonald

Proposal: TWO STOREY REAR EXTENSION AND CHANGE OF
USE TO FACILITATE 15 BEDROOM, HOUSE IN
MULTIPLE OCCUPATION (HMO)

Drawing No.'s: 19007-A-03-01, 19007-A-05-01, 19007-A-3-01 Rev 1.

Contact Officer: Kirti Chovisia (020 8274 5165)

RECOMMENDATION

Grant planning permission subject to conditions and S106 Agreement.

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: No
- Design Review Panel consulted: No
- Number of neighbours consulted: 10
- External consultations: 0
- Controlled Parking Zone: Yes
- Conservation Area: No

1. INTRODUCTION

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

2. SITE AND SURROUNDINGS

- 2.1 The application site is located at Oakleigh, Herbert Road in Wimbledon. This site is located near the start of Herbert Road adjacent to Hartfield Road and currently contains a two storey semi-detached dwelling with accommodation in

the roof and detached double garage to the northeast side, use as car parking for the host dwelling.

2.2 The surrounding area in the vicinity of the application site is predominately characterised by two storey semi-detached or terraced dwellings.

2.3 The site is not located within a Conservation Area nor is it a Listed Building.

3. CURRENT PROPOSAL

3.1 This application seeks planning permission for:

- Two-storey rear extension incorporating ground floor rear extension to facilitate change of use to 11 bedroom HMO.
- Detail dimension:

3.2 Ground floor extension: 7m width x 6.7m depth x 3.7m
First floor extension: 5.7m width x 4.7m depth x 3.8m

The ground floor would have three bedrooms, two bathrooms and a kitchen/dinning with living area;

The first floor would have four bedrooms, two bathrooms, a kitchen and a storage room;

The second floor would have four bedrooms and a bathroom.

- Internal alterations to facilitate the HMO.

3.2 Amendments: the application was amended during the assessment of the planning application to reduce the size of the rear two-storey extension and reduce the number of bedrooms from 15 to 11 bedrooms. Further internal amendments include the provision of an additional kitchen at the first floor level.

4. PLANNING HISTORY

4.1 07/P1821 - Erection of a two-storey rear extension and a single storey rear extension - Grant Permission subject to Conditions; 30-08-2007

4.2 10/P1934 - Change of use from existing dwellinghouse (Class C3) to private medical clinic (class d1) involving demolition of 2 garages - Refuse Permission; 26-10-2010

4.3 11/P0601 - Application for a lawful development certificate for the proposed erection of a hip to gable roof extension incorporating rear mansard with dormer windows and 4 x rooflights to front roof slope - Issue Certificate of Lawfulness; 14-06-2011

4.4 19/P1942 - Erection of a 3 bedroom dwellinghouse - Refuse Permission 19-08-2019

5. CONSULTATION

Public consultation was undertaken by way of post sent to neighbouring properties. 20 representations were received. Further, a re-consultation was undertaken on the amended plans and further 17 objections were received. The summary of the objections are as follows:

- Loss of family dwellinghouse;
- overdevelopment and overcrowding of the site resulting in higher risks of negative effects on the neighbourhood including parking demand, lack of cycle parking, refuse storage, increase in load on the sewerage for the street from a property, increased noise due to the many tenants living in the large HMO, increased antisocial behaviour;
- An increase in vandalism including damage to property and environmental damage, overuse of the Green at the end of the cul-de-sac;
- Impact on the character of the area and social cohesion of the street;
- Poor amenity and substandard kitchen and living area;
- design and impact on the neighbouring properties with respect to intrusion on privacy;
- Impact on neighbouring amenities with respect to loss of light, overshadowing of surrounding gardens; height of the building; too close to neighbouring gardens; set an undesirable precedent; overbearing; highly dense; loss of outlook; loss of privacy and gardens; noise pollution and visually intrusive;
- Additionally, a tree has been removed from the site prior to the submission of the application;
- Lack of accommodation standards;
- MET Police: No provision for sufficient refuse storage and secured cycle parking. Impact of the proposal on safety and security of all residents. There is no mention of security considerations in the amended proposal.
- The residential communal entrance should be video access controlled SBD approved entries, tested with the appropriate locking mechanisms in situ. The video access should preferably be linked to a dedicated monitor/screen within the residence.

Revised comments:

- The amended proposal indicates refuse storage and secured cycle parking. There is no mention of security considerations in the amended proposal. Impact of the proposal on safety and security of all residents.
- The residential communal entrance should be video access controlled SBD approved entries, tested with the appropriate locking mechanisms in situ. The video access should preferably be linked to a dedicated monitor/screen within the residence.

6. POLICY CONTEXT

- 6.1 NPPF - National Planning Policy Framework (2019):
Part 5 Delivering a sufficient supply of homes
Part 12 Achieving well-designed places
- 6.2 London Plan Consolidated 2016:
3.3 Increasing housing supply
3.4 Optimising housing potential
3.5 Quality and design of housing developments
3.8 Housing choice
7.4 Local character
7.6 Architecture
- 6.3 Merton Sites and Policies Plan July 2014 policies:
DM D2 Design considerations in all developments
DM D3 Alterations and extensions to existing buildings
DM H2 Housing Mix
DM D4 Managing heritage assets
DM H5 Student housing, other housing with shared facilities and bedsits
DM T2 Transport impacts of development
DM T3 Car parking and servicing standards
- 6.4 Merton Core Strategy 2011 policy:
CS 8 Housing Choice
CS 9 Housing provision
CS 11 Infrastructure
CS 14 Design
CS 17 Waste management
CS 18 Transport
CS 20 Parking servicing and delivery

7. PLANNING CONSIDERATIONS

- 7.1 The planning considerations for the proposal relate to the principle of development impact of the proposed works on the character and appearance of the host building and surrounding area, and the impact upon neighbour amenity, highways and parking issues, refuse and cycle storage.

Principle of Development

- 7.2 Policy CS 8 states that the Council will seek the provision of a mix of housing types, sizes and tenures at a local level to meet the needs of the all sectors of the community. This includes the provision of family sized and smaller housing units, provision for those unable to compete financially in the housing market sector and for those with special needs. Property managed and regulated Houses in Multiple Occupation can offer good quality affordable accommodation to people who cannot afford to buy their own homes and are not eligible for social housing.
- 7.3 Policy DM H5 of the Site and Policies (July 2014) aims to create socially mixed communities, catering for all sectors of the community by providing a choice of housing with respect to dwelling size and type in the borough. The policy states

that Houses in Multiple Occupation Housing will be supported provided that the following criteria are met:

- i. The proposal will not involve the loss of permanent housing;

The current lawful use of the existing application property is as a single dwellinghouse. The current application involves the use of existing rooms following the proposed two-storey and ground floor extension to accommodate the change of use. A house in multiple occupation is a form of permanent housing. Paragraph 2.59 in the Supporting text to the policy outlining that short stay accommodation is intended for occupancy for permits of less than 90 days. The proposal is therefore, considered acceptable in regards to this criteria.

- ii. The proposal will not compromise the capacity to meet the supply of land for additional self-contained homes;

The current application involves the use of existing building following proposed two-storey extension to improve the shared facilities in the existing HMO. The proposal will therefore not compromise any capacity to meet the supply of land for additional self-contained homes.

- iii. The proposal meets an identified local need;

The Merton Strategic Housing Market Assessment was commissioned by the Council to guide the Council's future housing policies including the adopted Sites and Policies Plan.

The report of the Housing Market Assessment findings advises that

“Much of the growth of extra households in both the low and high estimates is expected to be single persons. For the low estimates there is projected to be a rise of 6,900 in number of non-pensioner single person households and 1,900 single pensioners in the period 2006-2026. The high estimates show there are projected to be rises of 7,900 non-pensioner single person households and 2,600 single pensioners”.

The assessment further advises that

“The implication of this situation for younger person single households is that they create demand for the private rented sector and this in turn drives its growth. Given that the income of many single people is below the threshold for market housing there would be a considerable demand for intermediate affordable housing”.

The Housing Market Assessment found that much of the growth of extra households is expected to be single persons. This is considered to represent an identified local need for the accommodation that is proposed as part of the current planning application, which aims to provide “affordable shared accommodation to working professional people...”.

- iv. The proposal will not result in an overconcentration of similar uses detrimental to residential character and amenity;

The application site is in an area of predominantly family housing and the submitted proposal for the house in multiple occupation will increase the range of residential accommodation that is available locally. The proposal will not result in an overconcentration of similar uses and will not be detrimental to residential character. The impact of amenity is considered later will this assessed further later in this report.

- v. The proposal complies with all relevant standards;

The proposal complies with relevant standards and the proposed two-storey rear extension will help improve the accommodation facilities. Officers have had regards to the guidance produced by Merton Council on Houses in Multiple Occupation. Officers have sought amendments to help compliance with the guidance, including provision of first floor kitchen, reduction in number of bedrooms from 15 to 11 including living room provision and increase site area to incorporate garage and garden to the space.

- vi. The proposal is fully integrated into the residential surroundings.

The current application does involve a two-storey rear extension; however, the extension is suitably designed to respect the visual amenities of the area. Internal alterations only involve the provision of more kitchen area, living area and toilet facilities. It is considered that the proposal is fully integrated into the residential surroundings.

7.4 The Mayor of London Supplementary Planning Guidance (2016) on housing advises at paragraph 3.4.1 “There are 21,000 mandatory licensable HMOs in London and an estimated 195,000 in total. Collectively, they are a strategically important housing resource, providing flexible and relatively affordable accommodation through the private market”.

7.5 The Mayor of London Supplementary Planning Guidance (2016) on housing advises that “Outside London they are sometimes associated with concentrations of particular types of occupier e.g. students, leading to concerns about the social mix of some localities. In London, the occupier profile tends to be more broadly based and HMOs play a particularly important role in supporting labour market flexibility (especially for new entrants), and in reducing pressure on publicly provided affordable housing. However, as elsewhere in the country, their quality can give rise to concern”.

7.6 The proposed extensions and change of use to HMO is considered to be acceptable.

Character and Appearance

8.1 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, scale, bulk, form, proportions, materials and character of the original building and their surroundings. SPP policy DM D3 further seeks for roof extensions to use compatible materials, to be of a size and design that respects the character and proportions of the original building and surrounding context, do not dominate the existing roof profile and are sited away from prominent roof pitches unless they are a specific feature of the area. Part 7 of the NPPF, reiterates the importance of achieving well designed buildings.

- 8.2 It should be noted that the proposal has been amended to reduce the size of the two-storey rear extension and reduce the number of bedrooms from 15 to 11 with internal alterations. The proposed amended two-storey rear extension would accommodate living area and kitchen to facilitate the 11 bedroom HMO.
- 8.3 It is considered that the proposed two-storey rear extension is acceptable in terms of its height and projection. It would be built up to the side boundary with the neighbouring property Selsey Herbert Rd to the south at ground floor level only. However, the extension ridge level has been set below the main ridge level and the side of the extension would be inset 1.4m at the first floor level from the side of Selsey Herbert Road. It is considered that the extension would not appear excessively large or overbearing. The design of the extension is appropriate in terms of form, scale and would not detract from the character of the existing dwelling. Matching materials would be used and this is considered acceptable. The depth of the two-storey rear extension has been reduced and is considered to be in keeping with the scale, form and design of the surrounding area.
- 8.4 The extension is positioned to the rear of the property, with limited view from the public domain, hence would not have a detrimental impact on the wider character and appearance of the original property or the street scene as a whole. The proposal is accordingly considered acceptable in terms of visual amenity. Formal bin storage facilities would be provided at the front of the property behind the garage and this is considered suitable, limiting their wider visual impact.
- 8.5 Overall, the proposed extensions and internal alterations are considered acceptable and the increase in bulk of the building would be in keeping with the neighbouring properties. The proposed extension would help accommodate the HMO. The proposal is considered to comply with Policies DMD2 and D3, and would not cause harm to the character of the area or the setting of the nearby Conservation Area.

Neighbouring Amenity

- 8.6 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.

Selsey Herbert Road (to the south)

- 8.7 Selsey Herbert Road has an existing single storey rear extension, projecting around 7m, and their main dwellinghouse finishes beyond the rear building line of Oakleigh Herbert Road. The two-storey rear extension would not project further than the rear building line of its neighbour's Selsey Herbert Road – in fact sitting slightly behind. Therefore, with regards to amenity, the proposed rear extensions would be similar in depth to the neighbouring projection, and would have little impact on the amenity of this neighbour in terms of light and outlook.

No.63 to 69 Hartfield Road (to the North and North-East)

- 8.8 It is considered that the proposed two-storey rear extension would not be a detrimental impact on the outlook or daylight/sunlight of the occupiers of the adjoining and surrounding properties no.63 to 69 Hartfield Road. The extension would be set well back from the shared boundary with these properties. The rear extension would remain on the same flank wall building line as existing, aligned with a raised eaves height and ridge height. It is considered that due to the remaining separation distance to the north boundary, the proposal would not cause an overbearing impact, harmful sense of enclosure or loss of light to the gardens to the north and north-east.
- 8.9 It is recommended that the side facing window at first floor level be obscure glazed to protect the privacy of the adjoining building, and this could be secured by a suitably worded condition.
- 8.10 To the rear, the extension would not result in any additional overlooking than what would currently be experienced from first floor windows and would remain sufficiently separated from the properties fronting Hartfield Road to maintain privacy into habitable rooms.
- 8.11 Given the scale, form and position of the proposed extension along with the directional outlook from the proposed side window (which will be obscure glazed), it is not considered the proposal would unduly impact upon the amenity of neighbouring properties. Bin and cycle storage are in appropriate location on site which would not cause amenity concerns.
- 8.12 Overall, the proposed extensions are not considered to have a detrimental impact upon the neighbouring amenity and is considered to comply with Policies DMD2 and DMD3.

9. Transport and parking

- 9.1 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. Policy DM T3 seeks to ensure that the level of residential and non-residential parking and servicing provided is suitable for its location.
- 9.2 The current proposal would increase the number of bedrooms/occupants. Additionally, the dwelling benefits with double garage and sufficient rear

amenity area for Car parking and Cycle storage. The proposal will increase the number of occupants on the site and would give rise to additional parking pressures. Officers therefore, consider that the development is required to be permit free, and therefore, no occupant can obtain parking permits.

10. Refuse and recycle storage

- 10.1 Refuse storage is indicated to be provided at the side of the site. The space provided for bin storage is considered acceptable. However, in accordance with policy 5.17 of the London Plan and policy CS 17 of the Core Strategy a condition will be added to ensure that the details of the refuse and recycling storage are submitted to the Council.

11. Standard of Accommodation

- 11.1 The proposal would increase the communal living spaces, provides additional bathrooms and two ensuite facilities. The proposal would enhance the quality of accommodation at the site. The proposal would provide good sized individual bedrooms and good shared facilities. Further, large communal garden is proposed.

Other matters

- 11.2 Representations received have raised issues concerning the sewerage waste treatment. These matters are not covered under the planning consideration; however, should additional connections to the sewer network be required then the applicant would need to consent with Thames Water. Party Wall notice would also be served should the proposal involve construction works toward the boundary. An appropriate condition regarding construction times/days can be imposed. Third party wall matters are dealt with outside of the planning process.

12. Conclusion

- 12.1 The scale, form, design, positioning and materials of the proposed two-storey rear extensions and internal alteration to facilitate an 11 bed HMO are not considered to have an undue detrimental impact upon the character or appearance of the surrounding area, the host building or on neighbouring amenity. Therefore, the proposal complies with the principles of policies DMD2, DMD3, and DM H5 of the Adopted SPP 2014, CS8 and CS14 of the LBM Core Strategy 2011 and 7.4 and 7.6 of the London Plan 2016.

13. Recommendation

Grant planning permission subject to S106 agreement (car parking permit free) and the following conditions:

1. A1 Commencement of Development
2. A7 Approved Plans

3. B3 External Materials as specified
4. C02 No Permitted Windows
5. C03 Obscured Glazing first floor side window
6. C06 Refuse & Recycling storage
7. Cycle storage
8. Hours/days of constructions
9. No use of flat roof
10. The accommodation hereby permitted shall have no more than 11 bedrooms and laid out in strict accordance with the approved drawing number: 19007-A-03-01 Rev 4.
11. Prior to commencement of development, security measures in line with the requirements of letter by MET police dated 5th July 2019.
12. Note to Applicant – approved schemes
13. Informative – Third party wall
14. Informative – HMO licence required, etc

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