

## PLANNING APPLICATIONS COMMITTEE 14 NOVEMBER 2019

### APPLICATION NO.                      DATE VALID

19/P1981

10/05/2019

**Address**                      33 Queen's Road, Wimbledon, SW19 8NP

**Ward**                              **Trinity**

**Proposal:**                      Demolition of garage and erection of a 3 storey side extension and two storey rear extension in connection with the refurbishment/conversion of the property (containing 4 existing flats) to provide 3 additional flats (Total 7 flats).

**Drawing Nos**                      19004-A-03-01Rev 2, 19004-A-03-02 Rev 2, 19004-A-04-01 rev 3, Design and Access Statement (Dated May 2019), Heritage Impact Assessment (Dated July 2019) and Planning, Heritage and Transport Statement.

**Contact Officer:**              Richard Allen (020 8545 3621)

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### RECOMMENDATION

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

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### 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- Yes
- Site notice-Yes
- Design Review Panel consulted-No
- Number neighbours consulted – 8
- External consultants: None
- Density: n/a
- Number of jobs created: n/a
- Archaeology Priority Zone: No

### 1. INTRODUCTION

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

## 2. **SITE AND SURROUNDINGS**

- 2.1 The application site comprises a semi-detached building containing 4 flats situated on the south side of Queen's Road in Wimbledon. The property is currently occupied as four flats. The application site is within the Merton (South Park Gardens) Conservation Area. The surroundings comprise commercial buildings opposite to the north and residential to the remainder.

## 3. **CURRENT PROPOSAL**

- 3.1 The current proposal involves the demolition of the existing garage and erection of a three storey side extension and two storey rear extension in connection with the refurbishment/conversion of the property (containing four existing flats) to provide three additional units (total 7 flats). As originally submitted the application proposed a larger side/rear extension. However, following discussions with officer's, the size of the extension was reduced. Full details of the current proposal are set out below:
- 3.1 The proposed three storey side extension would be set back from the front elevation of the building by 1 metre. The extension would have an eaves height of 7 metres and a hipped roof with a ridge height of 9.5 metres. The extension would be 2.8 metres in width and 11 metres in length (including ground floor). The three storey side extension would be set off the boundary with 31 Queen's Road by 1.2 metres.
- 3.2 The proposed two storey rear extension would involve rebuilding and extending the existing two storey rear wing of the building. The resulting rear section of the building would be between 5.2 and 7.7 metres in width and 11.5 metres in length at ground level, reducing to 10.2 metres in length at first floor level and 8 metres in length at second floor level. The rear extension would have an eaves height of 6.5 metres and a pitched roof with a ridge height of 9 metres. The rear extension would be set into the ground by 0.5m.
- 3.2 The side extension would incorporate a dormer window to the front elevation (to match the existing front dormer) and a further dormer would be incorporated into the roof of the three storey side extension. A single dormer window would be provided within the roof of the two storey rear extension.
- 3.3 Internally, at ground floor level 3 x one bedroom flats would be provided. At first floor level 1 x one bedroom (with study room) and 1 x two bedroom flats would be provided. At second floor level 1 x one bedroom and 1 x 2 bedroom flats would be provided.

Flat	GIFA	London Plan Standard	Amenity Space
A. 1 bed/2 person	50m <sup>2</sup>	50m <sup>2</sup>	None
B. 1 bed/2 person	54m <sup>2</sup>	50m <sup>2</sup>	8m <sup>2</sup>
C. 1 bed/2 person	50m <sup>2</sup>	50m <sup>2</sup>	12m <sup>2</sup>
D. 1 bed/2 person	60m <sup>2</sup>	50m <sup>2</sup>	None
E. 2 bed/4 person	81m <sup>2</sup>	70m <sup>2</sup>	9m <sup>2</sup>
F. 1bed/2 person	52m <sup>2</sup>	50m <sup>2</sup>	None
G. 2bed/3 person	70m <sup>2</sup>	61m <sup>2</sup>	9m <sup>2</sup>

Although flats A, D and F would not have any private amenity space the development would provide 53 m<sup>2</sup> of communal amenity space within the former rear garden of the property.

#### 4. **PLANNING HISTORY**

- 4.1 In August 1960 planning permission was granted for the erection of a garage and store (Ref.WIM5142).
- 4.2 In September 1985 planning permission was granted for the formation of a self-contained flat at first floor level (Ref.MER916/85).
- 4.3 In September 2005 planning permission was granted for the formation of a two-bedroom flat in place of the existing one-bedroom flat (LBM Ref05/P2157).
- 4.4 In April 2007 a planning application was submitted for the erection of a three storey side extension accommodating two self-contained flats to provide a total of six flats (LBM Ref.07/P0917). However, the application was withdrawn by the applicant on 3 August 2007.
- 4.5 In December 2007 planning permission was refused under delegated powers for the erection of a three storey side extension to the property (used as four flats) to provide two additional flats with enclosed rear access staircase (LBM ref.07/P3060). Planning permission was refused on the grounds that: -

'The proposed side extension would by reason of its size and design constitute an unneighbourly form of development that would be detrimental to neighbour amenity in terms of visual intrusion and overlooking, and would also result in the loss of symmetry to the pair of semi-detached houses and be detrimental to the character and appearance of the Merton (South Park Gardens) Conservation Area contrary to policies BE.1 (Conservation Areas:

New Development, Change of Use, Alterations and Extensions), BE.15 (New Buildings and Extensions: Daylight, Sunlight, Privacy, Visual Intrusion and Noise) and BE.23 (Alterations and Extensions to Buildings) of the Adopted Merton Unitary Development Plan (October 2003).'

## 5. **CONSULTATION**

5.1 The application has been advertised by Conservation Area site and press notice procedure and letters of notification to occupiers of neighbouring properties. In response 18 letters of objection have been received. The grounds of objection are set out below: -

- The officer's refusal of planning application LBM Ref.07/P3060 is fully supported. The current proposal is for a larger extension than that previously refused. The current application should be refused on the same grounds.
- The current application is worse than the previous refusal.
- The current proposal is for an enormous three storey wrap around extension (side and rear) which would obliterate the rear garden.
- The side extension would be very close to the boundary with 35 Queen's Road.
- The application site is within the Merton (South Park Gardens) Conservation Area. Although other properties have been extended they have been mainly single storey and more limited wrap-arounds. The type of extension proposed would fundamentally alter the character of the Conservation Area.
- The proposal would represent over development of the site and is out of keeping with its neighbours.
- The proposal would devour a small garden and heavily impinge upon the immediate environment. Furthermore, the decorative state of the existing building does not give confidence as to how the development would affect the locality.
- The scale of the development is out of character with the conservation area.
- The proposed extensions are not sympathetic to the character of the area. The roof height is different as are window design and proportions.
- Only three parking spaces are proposed which will result in further parking pressure in the area. If permission is granted the development should be 'permit free'
- The proposal would result in overlooking and loss of light to neighbouring properties.
- The property was formerly a family home. The increase in the number of occupants will result in an increase in noise and disturbance.
- the proposal would set an unsatisfactory precedent for the Conservation Area.
- The proposal will result in the loss of symmetry to the pair of semi-detached properties as it is not visually in keeping in its size and design.
- Other extensions have been single storey or been moderate in size.
- Beautiful Victorian houses are being eroded and destroyed rather than being renovated and maintained.
- Part of the character of this part of the South Park Gardens Conservation Area is the quality of buildings and the repeated pattern of semi-detached dwellings separated by spaces which are filled with greenery. There is a leafy

road frontage through which continues to the spaces between the houses through which the trees in the substantial rear gardens are glimpsed.  
-The proposal would be a monstrous addition which would be visible from Prince's Road.

### 5.3 Conservation Officer

33 Queens Road is in the South Park Conservation Area. It forms part of a pair of semi-detached houses. Number 25 to 47 are six pairs of semi-detached houses of very similar design forming this section of Queen's Road which results in very strong group value and street rhythm. These pairs of houses have fine distinctive features including recessed arched porches, two storey canted bays topped with rendered balustrades and ornamental corncicing. Above the bays the second floor they have a single arched window. Contrasting decorative brickwork strings feature along with the moulded capitol features on front porches and on the bay windows mullions. The ornamental bargeboards, the small front facing dormers, tall chimneys and decorative ridge tiles all make to contribute to the character of these semi-detached houses. Single storey garages are sited between many of the pairs which are bridging the original wide spaces between the pairs. As the garages are low the feeling of space and views between are preserved.

These semis are considered so impressive that they are featured on the cover of the South Park Gardens Character Assessment. The applicant has identified no. 41 as having a three storey side extension. This was built in 1984 which was the year that the South Park Gardens Conservation Area was designated. This extension was granted planning permission before designation and would not have received permission later. Although the brickwork is just acceptable, the fenestration is unsympathetic. Overall this is not an example to be emulated. I welcome a proposal which will restore the features and character of one of these buildings but not at the cost of the total loss of the space between the properties and the loss of symmetry of these pairs. It will take a careful design to add to a side extension which maintains the space between the properties and does not to impact negatively on the symmetry of the existing houses. Therefore, the application in its current form would not be supported of officers.

### 5.5 Amended Plans

The applicant submitted amended plans to address Officer's concerns. The width of the three storey side extension has been reduced to maintain a gap between the flank wall and the site boundary, the two storey rear extension has been reduced in height (with the upper floor level being accommodated within the roof space), the number of new flats reduced from four to three (to provide a total of 7 flats within the development) and the design of the frontage treatment revised to provide two off-street parking spaces, bin stores and landscaping. A reconsultation has been undertaken on the amended plans on 8/10/2019 and a further 6 letters of objection have been received. The grounds of objection are set out below: -

-The proposal is still unneighbourly and would be an overdevelopment of the site.

- The proposal would be detrimental to the character of the Conservation Area.
- These are big beautiful houses built in the 1870's and we are lucky that the South Park Gardens Conservation Area still retains many original handsome houses and gardens which give it its character, because over the years the planning process has been applied positively. To date the character for which the area was designated a Conservation Area is still there.
- If the current scheme were allowed, it will open the door for many more and the character of the Conservation Area will be gone forever.
- The only change is a reduction in size of flats E and G. There has been no change to outdoor amenities, parking or bin spaces.
- Proposal would set a bad precedent.
- The proposal would be out of character and damage the South Park Gardens Conservation Area and neighbouring/adjoining properties.
- There are no windows in bathrooms to the flats.
- What little external space is given over to paving and cycle storage.
- Insufficient space for refuse storage.
- The development provides only three parking spaces for 7 flats which will further burden the area that suffers from a shortage of parking spaces and add to traffic generation.
- The proposal would affect light to 35 Queen's Road and also result in loss of privacy.
- The proposal by virtue of its height, depth, width and design would be unsympathetic and visually intrusive.
- The rear extension would be overly dominant and unneighbourly.

## 6. **POLICY CONTEXT**

### 6.1 Adopted Merton Core Strategy (July 2011)

CS8 (Housing Choice), CS9 (Housing Provision), CS14 (Design), CS15 (Climate Change) and CS20 (Parking).

### 6.2 Sites and Policies Plan (July 2014)

DM H2 (Housing Mix), DM O2 (Nature Conservation, Trees, Hedges and Landscape Features), (DM D2 (Design Considerations in all Developments), DM D3 (Alterations and Extensions to Existing Buildings), DM D4 (Managing Heritage Assets), DM F2 (Sustainable Urban Drainage Systems (SuDS) and: Wastewater and Water Infrastructure), DM T1 (Support for Sustainable and Active Travel), DM T2 (Transport Impacts of Developments) and DM T3 (Car Parking and Servicing Standards).

### 6.3 The London Plan (2016)

The relevant policies within the London Plan are 3.3 (Increasing London's Housing Supply), 3.4 (Optimising Sites Potential), 3.5 (Quality and Design of Housing), 3.8 (Housing Choice), 5.1 (Climate Change Mitigation), 5.3 (Sustainable Design and Construction), 7.4 (Local Character) and 7.8 (Heritage Assets and architecture).

### 6.4 NPPF (2019).

## 7. **PLANNING CONSIDERATIONS**

- 7.1 The main planning considerations concern Design/impact on Conservation Area, Standard of Residential Accommodation, impact on Neighbour Amenity, Trees, Parking and Sustainability Issues.
- 7.2 Design/Conservation Issues  
Policy DM D4 (Managing Heritage Assets) of the Adopted Merton sites and Policies Plan (2014) sets out the Council's policy on developments with Conservation Areas and/or affecting a Heritage Asset. The current application involves alterations and extensions to a Victorian semi-detached property situated within the Merton (South Park Gardens) Conservation Area. The Conservation Area Character assessment identifies the application property as making a positive contribution to the character and appearance of the Conservation Area, being one of six pairs of dwellings with a very strong group value and street rhythm. There is an existing large three storey side extension to 41 South Park Road, however this extension dates from 1984 prior to the designation of the Conservation Area and is not considered to be sympathetic to the host building. Planning permission has previously been refused for the erection of a three storey side extension to form an additional two flats in December 2007 (LBM Ref.07/P3060). The extension was refused on the grounds of its size and design and was considered to constitute an unneighbourly form of development that would be detrimental to neighbour amenity in terms of visual intrusion and overlooking. Whilst the previously refused scheme had a smaller footprint than the current proposal, the previous scheme had six windows to habitable rooms and the entrance doors within the side elevation, facing onto 33 Queen's Road and incorporated a partially enclosed steel external staircase which was considered to be of poor quality design.
- 7.3 Although the extensions currently proposed have a larger footprint and are more extensive, the amended design of the extensions has address concerns initially raised by officer's. The three storey side extension has now been set back from the front elevation and set away from the boundary and is now in more proportion to the host building and would provide an acceptable subordinate addition to the street scene. The two-storey rear extension has been reduced in height, with the second floor accommodation provided within the roof space. The number of windows within the side elevations of both extensions has also been reduced. The number of parking spaces has been reduced from three to two and the frontage would be landscaped. Although the proposal would result in the loss of part of the 'gap' between properties the side elevation of the three storey extension would be sited 1.2 metres away from the boundary and a gap between the application property and 33 Queen's Road would be maintained.
- 7.4 The proposed extensions and alterations form part of the refurbishment of the original dwelling house which is a poor state of repair. Although the proposed rear extension would be a large addition to the existing building, the extension would be set down from the existing building and would be constructed of matching facing materials. With the width of the rear extension reduced and its gable end, the extension would reflect the character of the host building.

The increase in depth of the top floor gable end by 2.5 metres is considered to be acceptable in this instance. The stepped design of the rear elevation also helps to reduce its scale and appearance. It is therefore considered that the current proposal is acceptable and would preserve the character and appearance of the Merton (South Park Gardens) Conservation Area and is acceptable in terms of policy DM D4.

#### 7.5 Standard of Residential Accommodation

The Gross Internal Floor Area of each flat complies with or exceeds the minimum floor space standard as set out in the London Plan. All of the flats have a reasonable internal layout and outlook, albeit that the windows in flat B (ground floor) are on the side and rear elevations of the extensions. However, the windows in flat B would be within two pairs of patio doors that would open onto a private courtyard. It is therefore considered that the layout of flat B is acceptable. In terms of amenity space, although flats A, D and F would not benefit from a balcony or terrace, the development would provide 53m<sup>2</sup> of communal garden area. Further, the site lies in very close proximity to the Town Centre where future occupiers can gain easy access to amenities in the town. The proposal is therefore considered to be acceptable in terms of policy DM D2.

#### 7.6 Impact upon Neighbour Amenity

Policy DM D2 (Design Considerations in all Developments) is the relevant policy relating to neighbour amenity. The policy seeks to ensure that new development does not have an adverse impact upon daylight/sunlight or privacy to occupiers of neighbouring properties and that new development is compatible with the character of the surrounding area. As originally submitted officers were concerned at the impact of the flat wall of both the three storey side extension and the two storey rear extension upon the amenities of the occupiers of 31 Queen's Road and 35 Queen's Road. However, the width of the three storey side extension was reduced so that the extension is sited 1.2 metres away from the boundary with 31 Queen's Road. The height of the two storey rear extension has been reduced (with the second floor accommodation being provided within the roof space) through stepping down the rear extension into the ground. This has resulted in a reduction in height and the removal of several windows from the side elevation of the two storey rear extension that faced towards 35 Queen's Road. Although rear balconies/terraces are proposed, the side elevation of the nearest residential property, 2 Prince's Road is over 16 metres away and at an oblique angle to the rear garden boundary with the application site. The rear boundary is also screened by trees that would be retained as part of the development and additional planting undertaken. The relationship between the application site and 2 Prince's Road is therefore considered to be acceptable. The reduced bulk and massing of the rear extension has improved the relationship between the rear extension and 35 Queen's Road and the proposed extension is not considered to be harmful to the amenities of 35 Queen's Road. It is however, recommended that a balcony screening condition be imposed to prevent any sideways views from the balconies/terraces into gardens of numbers 31 and 35 Queen's Road. The proposal is therefore considered to be acceptable in terms of policy DM D2.



#### 7.7 Trees

The Council's Tree officer has no objections to the proposed development subject to a landscaping/planting scheme being implemented. The applicants have submitted a Tree Report which has identified several trees to be removed from the rear of the site. However, the trees are not considered to be of significant amenity value and/or are in poor condition.

#### 7.8 Parking/Cycle Parking and Bin Storage

The amended proposal would provide two off-street car parking spaces within the front curtilage. The applicant has confirmed that the additional three flats would be designated 'permit free' secured through a S.106 Agreement. The development would also provide secure cycle storage for 14 bicycles within the communal rear garden. The proposal is therefore considered to be acceptable in terms of policy CS20. The bin store is indicated at the front of the site. Officers consider this to be a suitable location and details of appropriate containers for the bins can be secured by condition.

#### 7.9 Sustainability

Policy CS15 (Climate Change Mitigation) seeks to ensure that new development is constructed in a sustainable manner and incorporates energy saving measures. In terms of sustainability the proposed extensions and the refurbishment of the existing building would include high standards of insulation to ensure low energy use. Planning conditions in respect of sustainable drainage and energy efficiency would ensure compliance with the policy.

### 8. **SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS**

8.1 The proposal does not constitute Schedule 1 or Schedule 2 development. Accordingly, there is no requirement for an EIA submission.

### 9. **CONCLUSION**

9.1 The amended proposal has address officer's concerns regarding the design scale and massing of the extensions to the original building. The proposal brings benefits of 7 new residential flats in a sustainable location. The amended proposal has also reduced the total number of residential units from eight to seven units with an improved internal layout and external appearance. The amended proposal would not result in material harm to occupiers of neighbouring properties and the proposal is considered to be acceptable in design terms. The amended proposal would also preserve the character and appearance of the Merton (South Park Gardens) Conservation Area. Accordingly, it is recommended that planning permission be granted subject to completion of a S.106 Agreement that the development be designated 'permit free' and conditions.

## RECOMMENDATION

### GRANT PLANNING PERMISSION subject to completion of a S.106 Agreement and Conditions

Covering the following heads of terms: -

1. That the three additional flats be designated 'permit free'
2. The developer pay the Council's legal and professional fees in drafting, completing and monitoring the legal agreement, and

subject to the following conditions: -

1. A.1 (Commencement of Development)
2. A.7 (Approved Drawings)
3. B.1 (Approval of Facing Materials)
4. B.4 (Site Surface Treatment)
5. B.5 (Boundary Treatment)
6. C.2 (No Permitted Development-Windows and Doors)
7. C.4 (Obscure Glazing-First Floor Windows and Second Floor Dormer Windows in Side Elevations)
8. C.7 (Refuse and Recycling)
9. C.8 (No Use of Flat Roof Apart from Designated Terraces)
10. C.9 (Balcony Screening)
11. D.9 (No External Lighting)
12. D.11 (Hours of Construction)
13. F1 (Landscaping)
14. H.4 (Provision of Parking)
15. H.7 (Provision of Cycle Parking)
16. No development approved by this permission shall be commenced until a scheme for the provision of surface water drainage has been implemented in accordance with details that have been submitted to and approved in writing by the local planning authority. Before these details are submitted an assessment shall be carried out of the potential for disposing of surface water

by means of a sustainable drainage system (SuDS) to ground, watercourse or sewer in accordance with drainage hierarchy contained within the London Plan Policy 5.13 and the advice contained within the National SuDS Standards.

Reason: To ensure satisfactory means of surface water drainage, to reduce the risk of flooding and to comply with the following Development Plan policies for Merton: policy 5.13 of the London Plan 2011, policy CS16 of Merton's Core Planning Strategy 2011 and policy DM F2 of Merton's Sites and Policies Plan 2014.

17. 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 consumption rates of no greater than 105 litres per person per day.'

Reason for condition: 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 2015 and Policy CS15 of Merton's Core Planning Strategy 2011

18. H.9 (Construction Vehicles)

19. INF1 (Party Wall Act)

20. 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 compliance with the 19% improvement of DER over TER based on 'As Built' SAP outputs (i.e. dated outputs with accredited energy assessor name; 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'

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