

PLANNING APPLICATIONS COMMITTEE

29th June 2021

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| UPRN | APPLICATION NO. | DATE VALID |
| | 20/P0824 | 23.03.2020 |

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| Address/Site | 63 Monkleigh Road Morden SM4 4EN |
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| (Ward) | Cannon Hill |
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| Proposal: | DEMOLITION OF EXISITING SIDE EXTENSION, ERECTION OF EXTENSIONS AND THE ERECTION OF TWO SINGLE STOREY DWELLINGS AT THE REAR. |
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| Drawing Nos; | Site location plan, drawings 01B, 02 & 03B |
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Contact Officer: Leigh Harrington (020 8545 3836)

RECOMMENDATION

Grant Planning Permission subject to conditions.

CHECKLIST INFORMATION.

- Heads of agreement: No
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Design Review Panel consulted: No
- Number of neighbours consulted: 36
- Press notice – No
- Site notice – Yes
- External consultations: Yes, Metropolitan Police
- Archaeological Priority Zone – No

- Flood risk zone – No, Zone 1
- Controlled Parking Zone – No
- Number of jobs created: N/A
- Density 27 Dwellings per hectare
- PTAL 2 on a scale of 0 to 6B where 6B is highest.
- Not located within a Conservation Area
- Locally or statutorily listed buildings –Nil

1 INTRODUCTION

- 1.1 The application is brought before the Committee due to the level and nature of objection.

2. SITE AND SURROUNDINGS

- 2.1 The application site comprises a two storey end of terrace residential dwelling located on the eastern side of Monkleigh Road in Morden. The plot is of a 'wedge-shape' and is approximately 775square metres.
- 2.2 The surrounding area is predominantly residential in character, and comprises two storey 1930s semi-detached and terrace dwellings. Although many of the properties in the area have been altered toward the front, by way of front porches, insertion of roof lights and hip to gable conversions, the general degree of uniformity and spacing between the plots gives the area a sense of homogeneity and rhythm.

3. CURRENT PROPOSAL

- 3.1 Demolition of existing side extension and the erection of a rear and roof extensions extension and two single storey dwellings at the rear.
- 3.2 The existing single storey side extension would be demolished and a new full width single storey rear extension and hip to gable and rear roof dormer extension be added to the existing house.
- 3.3 The demolition of the side extension allows access to the rear garden where it is proposed to erect two new single storey detached dwellings. Following comments from neighbours and concerns of officers the size of the proposed units has been reduced from the 86sqm originally submitted to the smaller 72.5sqm units currently before members. Each house would be a 2 bedroom 4 person unit.
- 3.4 Each single storey house has the same layout and appearance with the main living areas to the front and the double bedrooms located to the rear. Each has its own garden area with refuse and cycle storage facilities and three off street parking bays are to be provided.

- 3.5 Each house would be finished in slim line buff brickwork and feature grey cladding panels and grey seamed roofs.
- 3.6 A total of six trees and three groups of trees will be removed to enable the proposed development. All the trees to be removed are within the C category.

4. RELEVANT PLANNING HISTORY

- 4.1 19/P2621 PRE-APPLICATION ADVICE FOR THE ERECTION OF AN END-OF-TERRACE DWELLINGHOUSE AND THE ERECTION OF 2X BUNGALOWS IN THE LAND TO THE REAR.
- 4.2 18/P4197: PRE- APPLICATION ADVICE FOR THE PARTIAL DEMOLITION OF EXISTING DWELLING AND CONSTRUCTION OF SEMI DETACHED DWELLINGS WITH ALTERATIONS AND EXTENSION TO EXISTING DWELLING. ERECTION OF 2 DWELLINGS IN THE LAND TO THE REAR. – Pre-application report provided January 2019
- 4.3 98/P0521: ERECTION OF SINGLE STOREY SIDE EXTENSION – Granted 25/06/1998

5. CONSULTATION

- 5.1 The application was advertised by means of Site Notice and letters to 36 local residents. Following the amendments to the proposals the matter was re-consulted upon.

Nine letters of objection were received on the initial consultation raised concerns relating to;

- Visual intrusion from neighbouring gardens, trees and greenery replaced by roofs.
- Overbearing on neighbours
- Loss of visual gap of large gardens
- Loss of trees to back gardens, not clearly shown in the proposals
- Loss of biodiversity
- Area is in an area at High Risk of surface water flooding.
- Increased flood risk in Monkleigh Rd and Westcroft Gardens
- Bad precedent for future back garden development
- Overdevelopment of the area, triples the existing density
- Regeneration of Morden town centre will provide more homes without proposals like this overdeveloping back gardens

- Their own D&A statement notes the proposals are not characteristic of the area.
- Not in keeping with predominant terracing
- An underground stream feeding Cannon Hill Park lake runs under the site
- Access to the site should just be from the proposed entrance and not via the shared access between 55 & 57 Monkleigh Rd
- Claims of a precedent for a scheme at Woodville Road is a 1 mile away and 15 years ago.
- Proposed crossover is bigger than Merton's Highways policy allows
- Loss of light from proposed extensions at the existing house
- Increased noise and disturbance.
- There is a charge against this property so if developers get into financial trouble it could be left unfinished for years

5.2 Five responses were received on the re-consultation for the smaller scheme raising concerns related to;

- Emergency access
- Underground waterway
- It is in breach of the Merton Park Estate covenant that limits only one house per plot
- Previous concerns remain relevant
- Loss of privacy from proposed living areas looking into neighbouring properties

5.3 **Transport Planning Officer.** No objections to the proposals subject to the imposition of suitable conditions.

- Car parking as shown maintained
- Condition requiring cycle parking (secure & undercover)
- Amendments to dropped kerb
- Demolition/Construction Logistic Plan (including a Construction Management plan in accordance with TfL guidance) should be submitted to LPA for approval before commencement of work

5.4 **Merton Waste services.** Satisfied that the proposed refuse arrangements were acceptable.

5.5 **Merton Flood Risk Officer.** No records for any underground water ways.

To cover off risks which have been received via representations, it is recommended to proceed on the basis of an appropriately worded pre-

development commencement condition requiring site specific ground investigation to include trial pits, groundwater standpipes and/or boreholes to explore the hydrological regime further on this site and to ensure that (if required) the GI report suggest suitable mitigation, if groundwater levels are high or an underground stream is found - which can ultimately be factored into the design and site layout etc.”

- 5.6 **Merton Arboricultural officer.** No objections to the proposals. The level of development is such that there was little scope for an equal number of new trees to replace the six that would be lost but has recommended a landscaping condition be attached to ensure the provision of at least one suitable specimen.

6. **RELEVANT PLANNING POLICY**

6.1 National Planning Policy Framework 2019

Section 5 Delivering a sufficient supply of homes
Section 9 Promoting sustainable transport
Section 11 Making effective use of land
Section 12 Achieving well-designed places

6.2 Merton Sites and Policies Plan July 2014 Policies:

DM D1 Urban design and the public realm
DM D2 Design considerations in all developments
DM D3 Alterations and extensions to existing buildings
DM H2 Housing Mix

DM F1 Flood risk management
DM F2 Sustainable urban drainage systems (SuDS) and; Wastewater and Water Infrastructure

DM O2 Nature Conservation, trees & landscape features
DM T1 Support for sustainable transport and active travel
DM T2 Transport impacts of development
DM T3 Car parking and servicing standards
DM T5 Access to the road network

6.3 Merton Core Strategy 2011 Policies:

CS8 Housing Choice
CS9 Housing Provision
CS 10 Open Space, Nature conservation , Leisure and Culture

CS14 Design
CS15 Climate Change
CS16 Flood Risk Management
CS17 Waste Management
CS18 Active Transport
CS20 Parking, Servicing and Delivery

6.4 London Plan 2021 Policies:

H1 Increasing housing supply
H2 Small sites
D1 London's form, character and capacity for growth,
D3 Optimising site capacity through a design lead approach
D5 Inclusive design
D6 Housing Quality and standards
D11 Safety & Security
G5 Urban Greening
G7 Trees and woodlands
GG2 Making the best use of land
GG4 Delivering Homes Londoners need
GG6 Increasing efficiency and resilience
SI 2 Minimising greenhouse gas emissions
SI 12 Flood risk management
SI.13 Sustainable drainage
T2 Healthy streets
T5 Cycling
T6.1 Residential Parking

6.5 Other guidance:

DCLG Technical Housing Standards - Nationally Described Space Standard
2015
Mayor's Housing SPG 2016
Sustainable Design and Construction SPG 2014
Merton's Authority Monitoring Report 2017-2018

7. **PLANNING CONSIDERATIONS**

7.1 The key considerations are the principle of the use of the backland site for the provision of dwellings, the standard of accommodation provided, the impact of the development on the area, the amenity of local residents, flood risk and parking and servicing.

7.2 Principle

The National Planning Policy Framework 2019, London Plan 2021 policy H1 and the Council's Core Strategy policy CS9 all seek to increase sustainable housing provision where it can be shown that an acceptable standard of accommodation will also provide a mix of dwelling types. Policy D3 of the London Plan 2021 requires all development to make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site.

7.2.1 Core Strategy policies CS8 & CS9 seek to encourage proposals for well-designed and conveniently located new housing that will create socially mixed and sustainable neighbourhoods through physical regeneration and effective use of space.

7.2.2 As the site is for dwellings in a back garden Core Strategy policy CS 13 is considered relevant and such proposals must be justified in relation to the;

- Local context and character of the site
- Biodiversity value of the site
- Value in terms of green corridors and green island
- Flood risk and climate change impacts

7.2.3 Whilst these issues are revisited in more detail later in this report, although houses in rear gardens are not characteristic of the area, the site is not readily visible from the street, the land is given to grass and small trees of limited biodiversity value and as such has no 'green' classification and there are no known flood risk issues.

7.2.4 The proposals will provide two new homes for which there is a recognised need and in view of no conflict with policy CS 13 the principle is considered acceptable.

7.3 Need for additional housing and residential density

7.3.1 The National Planning Policy Framework requires Councils to identify a supply of specific 'deliverable' sites sufficient to provide five years' worth of housing with an additional buffer of 5% to provide choice and competition.

7.3.2 Policy H1 of the new London Plan 2021 sets the ten-year targets for net housing completions that each local planning authority should plan for. The ten year target for the London Borough of Merton is 9,180. The London Plan 2021, paragraph 4.1.10 states "The increase in housing delivery required by these targets may be achieved gradually and boroughs are encouraged to

set out a realistic and, where appropriate, stepped housing delivery target over a ten-year period. This should be supported by a clear articulation of how these homes will be delivered and any actions the boroughs will take in the event of under delivery”.

7.3.3 In accordance with para 4.1.10 of the new London Plan Merton will submit a stepped target for the ten year period to the Secretary of State in Merton’s new Local Plan later in 2021.

7.3.4 As at June 2021:

- Merton’s housing target is 918 homes per annum until 2028/29;
- the five year cumulative target is 4,590 homes (918 homes x 5 years);
- the London Borough of Merton can demonstrate a supply of 4,981 homes to be built within the next five years;
- Overall, Merton has 109% of the five-year supply.

7.3.5 The proposal would make a valuable contribution of two new homes towards the borough’s housing stock

7.3.6 There is an identified need for more housing and while the proposals would result in an increased density, the relevance of density is limited in assessing the merits of infill developments where design and impact on surroundings may reasonably be accorded greater weight.

7.4 **Design/Bulk and massing/Appearance/Layout.**

London Plan 2021 policy D3 and SPP policy DM D2 require that the design of new buildings should ensure appropriate scale, density and appearance, respecting, complementing and responding to local characteristics whilst promoting high quality inclusive design, enhancement of the public realm and local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.

7.4.1 **Bulk and massing.**

Developments should relate positively and appropriately to the siting, rhythm, scale, density and proportions of surrounding buildings and the pattern and grain of existing streets.

7.4.2 The works to the existing house are of a design and scale that are a common feature in the local area and no issue is raised to this element of the proposals.

7.4.3 The proposals for the new houses would not be readily visible from the street but would be visible from neighbouring houses and gardens. For this reason the height of the houses has been limited to a single storey with the roof pitch being away from neighbouring boundaries. Following the concerns of neighbours and officers the footprint of the units has also been reduced to what is considered a more acceptable size. They are considered to have been sympathetically positioned and designed so as to mitigate any negative impacts that may otherwise be associated with bulk and massing.

7.4.4 **Design- Appearance.**

The mix of light buff bricks, light grey cladding board and the light coloured seamed roofs create a sense of lightness to the buildings similar to what might be associated with an outbuilding and this is considered by officers to mitigate the appearance and character of residential houses in the back garden. It may reasonably be concluded that the design and choice of materials the proposals are optimising the site whilst not harming neighbouring residents and the wider area.

7.4.5 **Design- Layout and standard of accommodation**

Both of the new units are 2 bedroom 4 person units, and with a gross internal area of 72.5 sqm they exceed the required minimum standard of 70sqm. The proposed units also both meet the requirement for 50sqm of garden space whilst still allowing the existing house to retain a policy compliant 50sqm of garden.

7.4.6 SPP Policy DM D2, Core Strategy 2011 policies CS and CS 14 and London Plan policy D3 are all policies that seek to provide additional good quality residential accommodation including the provision of a safe and secure layout.

7.4.7 In addition to the proposed units meeting or exceeding the minimum internal space and private amenity space requirements the units provide regular shaped rooms which allows for more efficient use of space and furniture. The two houses are dual aspect and provide good levels of daylight for future occupiers. In view of these factors the proposals are considered to provide a good standard accommodation for future residents.

7.5 **Neighbour Amenity.**

London Plan policy D3 and SPP policy DM D2 relate to amenity impacts such as loss of light, privacy, overshadowing and visual intrusion on neighbour amenity and the need for people to feel comfortable with their surroundings.

7.5.1 Objections that were received in relation to the impact of the proposals on amenity related mostly to visual intrusion, an over bearing development and a loss of privacy. The proposals would be readily visible from overlooking

neighbouring properties but the choice of materials has sought to mitigate that impact. The size, height, design and placement of the houses is such that there would be no overshadowing and no greater loss of privacy than would be the case from anyone simply walking around the existing garden space. Consequently it is not considered that there would be sufficient material harm to neighbour amenity to refuse the application.

7.6 Flood risk

The site is located within Flood Zone 1 and as such is not classified as an area at risk of flooding and London Plan 2021 policy SI 12, SPP policy DM F1 and Core Strategy policy CS16 require proposals not to increase the risk of flooding.

7.6.1 Despite the Zone 1 designation neighbouring residents raised concerns that there was an underground waterway under the site that feeds a lake on Cannon Hill Park as well as an above ground stream running through the existing garden. The above ground stream transpired to be an ornamental man made feature set in a waterproofed enclosure fed by a pumping system.

7.6.2 In relation to the underground stream the Council's flood risk team have no records of any such waterway. However, in order to ensure that there is no waterway for which records are not held the team have recommended that in the event consent is granted an appropriately worded pre-development commencement condition is added. This would require site specific ground investigation (GI) to include trial pits, groundwater standpipes and/or boreholes to explore the hydrological regime further on this site and to ensure that (if required) the GI report suggests suitable mitigation, if groundwater levels are high or an underground stream is found.

7.7 Parking, servicing and deliveries.

Core Strategy Policy CS 20 requires proposals to have regard to pedestrian movement, safety, serving and loading facilities for local businesses and manoeuvring for emergency vehicles as well as refuse storage and collection.

7.7.1 The proposals will provide two off street parking bays for the existing house. The originally proposes dropped kerb arrangement has been modified following concerns of neighbours and to accord with the requirements of the highways section and consequently a separate dropped kerb will provide access to three parking bays in front of the new houses.

7.7.2 There is space set aside for cycle storage provision along with refuse storage but with no details having been provided conditions requiring details of their design to be approved are recommended.

7.8 **Trees and Biodiversity**

The site currently comprises a large and predominantly grass covered area which includes a number of trees. The accompanying Arboricultural Impact Assessment noted that there were two character groups of trees on site. "The first character group includes the larger middle aged trees found growing to the rear of the site. The trees in this character group are in a good condition but due to their size, are of limited amenity value to the local area. The second character group includes the smaller, garden scale trees found growing across the site. The trees in this character group are in a good condition but due to their size, are of limited amenity value to the local area". As such the area does not make a significant contribution to biodiversity in the area but even with the new houses and the parking area there would still be 150sqm of garden space retained on site. Whilst not shown in the proposals it is considered that there would be space on site to allow the provision of a replacement tree to soften the impact of the development and consequently this would not conflict with the backland development criteria of policy CS13.

- 7.9 The incorporating of green roofs can assist in both promoting biodiversity and also regulate the rate of runoff into the ground from new buildings. Notwithstanding the proposed roofing materials, there would be merit in requiring green roofs in this instance which may have the added benefit of softening the visual impact of the proposals when viewed from the first floors of surrounding properties.

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.
- 8.2 A condition requiring the proposals to comply with current sustainability criteria for a development of this size is also recommended.

9. **CONCLUSION**

- 9.1 The proposals will allow for extensions to the existing house that would be consistent with a larger number of similar works throughout the borough. They will also provide 2 new small family sized bungalows that will provide a good standard of accommodation for future residents within what is considered to be an attractively and sympathetically designed development that will not detract from the appearance and character of the local area.
- 9.2 The proposals have been designed to mitigate their impact on neighbour

amenity and are not considered materially harmful to the amenity of neighbours. Incorporation of green roofs would assist in promoting biodiversity and soften the visual impact of the proposals.

- 9.3 Subject to the imposition of suitable planning conditions, the proposal is considered to be acceptable and in compliance with relevant planning policy and is therefore recommended for approval

RECOMMENDATION: Grant planning permission subject to the following conditions:

- A1 Commencement within 3 years.
- A7; In accordance with plans; Site location plan, drawings 01B, 02 & 03B
- B2 Materials as specified (other than roofing materials)
- B4 Surface treatment
- B5 Boundary treatment
- C5 No cables or flues
- C6 Refuse details to be approved
- C7 Refuse details to be implemented
- D9 No external lighting
- F1 Landscaping and planting
- F2 Landscaping implementation
- H1 Details of new vehicle access
- H2 vehicle access to be provided
- H4 Vehicle parking to be provided
- H6 Cycle storage to be approved
- H7 Cycle storage to be implemented
- H10 Construction working method statement
- H11 Parking management strategy
- H12 Delivery and servicing plan
- H13 Construction logistics plan

Non-standard condition 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: 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 SI 2 of the London Plan 2021 and Policy CS15 of Merton's Core Planning Strategy 2011

Non-standard condition Prior to the commencement of any works to the rear of the site to enable the construction of the bungalows hereby approved, a site specific ground investigation to include trial pits, groundwater standpipes and/or boreholes to explore the hydrological regime further on this site shall be undertaken. The details and results of this investigation, along with any suggested suitable mitigation if groundwater levels are high or an underground stream is found, shall be submitted to and approved in writing by the Local Planning Authority. **Reason;** To protect existing and proposed dwellings from the risk of flooding and water related damage and to comply with the following Development Plan policies for Merton: Policy SI 12 of the London Plan 2021, Policy DM F1 of the Adopted Merton Sites and Policies Plan 2014 and Policy CS16 of Merton's Core Planning Strategy 2011

Non-standard condition. Prior to commencement of development above ground level of the two dwellings hereby approved, details of a green roof shall be submitted to the Local Planning authority. The dwellings shall be constructed in accordance with such details as are approved. **Reason.** To promote biodiversity, to better regulate surface water runoff rates and to safeguard the visual amenities of neighbouring occupiers and to comply with the following Development Plan policies for Merton: Policy G5 of the London Plan 2021, Policy DM O2 of the Adopted Merton Sites and Policies Plan 2014 and Policy CS13 of Merton's Core Planning Strategy 2011

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