

PLANNING APPLICATIONS COMMITTEE 23rd September 2021.

UPRN	APPLICATION NO. 21/P1546	Item No: DATE VALID 20.04.2021
Address/Site	21 Neath Gardens Morden SM4 6JN	
Ward:	Ravensbury	
Proposal:	ERECTION OF A NEW SINGLE STOREY END OF TERRACE DWELLING HOUSE AND SINGLE STOREY REAR EXTENSION TO THE EXISTING HOUSE	
Drawing Nos:	Site location plan and drawings 20/12/02 B & 20/12/03 B.	
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: 26
- Press notice – No
- Site notice – No
- External consultations: No
- Archaeological Priority Zone – No
- Controlled Parking Zone – No
- Density 62 Dwellings per hectare

1 INTRODUCTION

- 1.1 The application has been brought before the Committee due to the level of public interest. The application is subject to a requirement for planning permission because it involves the subdivision of the site to erect a new house and is not permitted development.

2. SITE AND SURROUNDINGS

- 2.1 The application site is a two storey end of terrace single family dwelling located in the north east corner of a grassed square located on the north side of Neath Gardens on the St Helier Estate in Morden.
- 2.2 The property does not benefit from any existing extensions but has a large rear garden that has been subdivided. It is not located within a conservation area.

3. CURRENT PROPOSAL

- 3.1 The proposals follow a refusal under officers' delegated powers last July (LBM Ref 20/P1440) for the erection of a single storey end of terrace dwelling including the erection of a single storey front and rear extension and hip to gable and rear roof extensions to the existing house.
- 3.2 The proposals have now been scaled down and no longer include the front extension or roof extensions.
- 3.3 For the existing house the proposals again involve the subdivision of the rear garden and the erection of a 3m single storey rear extension with access out to the rear garden via a set of full length doors. The new single storey house would follow the same building line to the rear of the extended existing house and share the same flat roof with half pitch surround and matching brickwork finish. The front elevation would now be set back from that of the existing house with a front door and the main living space to the front, with the bedroom and bathroom to the rear.
- 3.4 The house would have a Gross Internal Area of 37 sq.m. and would be finished in matching facing brickwork and feature a canopy flat roof finished in tiles and grey fibre glass for the flat roof element.
- 3.5 A space is indicated for refuse and cycle stores in front of the new house.
- 3.6 Officers confirm that the new house has been designed to meet Part M of the Building Regulations enabling access to the dwelling including by persons with disabilities but the application has not been submitted specifically for a disabled occupant.

4. PLANNING HISTORY

20/P1440 Planning permission refused for the erection of a single storey end of terrace dwelling including the erection of a single storey front and rear extension and hip to gable and rear roof extensions to the existing house.

Reasons for refusal:

The size, siting and design of the proposed new house and the front extension represent an unneighbourly form of development that would be visually intrusive and overly dominant and a) fail to

respect or relate positively and appropriately to the appearance, scale, bulk, proportions and character of the original building and its surroundings and b) would result in a loss of outlook thereby harming the amenity of neighbouring residents and the character and appearance of the Neath Gardens streetscene contrary to London Plan 2016 policies 7.4 and 7.6, policy CS14 of the Merton LDF Core Planning Strategy (2011) and policies DM D2 and DM D3 of the Merton Sites and Policies Plan (2014)

And

The applicant has failed to demonstrate how the proposed development would meet the Council's sustainability policy objectives or comply with adopted emissions reductions targets, contrary to policy 5.3 of the London Plan (2016) and policy CS 15 of the Merton LDF Core Planning Strategy (2011).

5. CONSULTATION

Consultation letters sent to neighbours and site notice posted. Letters of objection were received from five neighbours raising concerns relating to:

- Increased pressure on parking which can inhibit access to the area by larger emergency vehicles.
- This house is for a disabled user so more pressure on limited disabled parking.
- Building very close to boundary.
- Increase in noise, disturbance and traffic during construction particularly hard on the local elderly residents.
- Gas main was damaged by someone driving over the Green.
- Building materials will be dumped everywhere and block access
- Access needs to be kept clear to the neighbour's houses.
- Who will supervise the work and ensure any damage is rectified? - No council surveyor to supervise the work.

6. POLICY CONTEXT

Relevant policies in the London Plan 2021 are;

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

GG2 Making the best use of land

GG4 Delivering Homes Londoners need

GG6 Increasing efficiency and resilience

SI 2 Minimising greenhouse gas emissions

SI.3 Sustainable drainage

T5 Cycling

T6.1 Residential Parking

NPPF 2021

London Housing Supplementary Planning Guidance 2016.

Merton Local Development Framework Core Strategy (2011)

Relevant policies include:

CS 8 Housing choice.

CS 9 Housing targets

CS 14 Design

CS 15 Climate Change

CS 17 Waste

CS 18 Transport

CS 20 Parking servicing and delivery

The relevant policies in the Council's Adopted Sites and Policies Plan 2014 are:

DM D1 Urban design and the public realm

DM D2: Design considerations

DM E3 Scattered employment sites

DM T2 Transport impacts of development

DM T3 Car Parking and servicing standards

St Helier Estate Design Guide

7. PLANNING CONSIDERATIONS

- 7.1 The principal planning considerations in this case relate to the principle of residential development on the site, the impact of the scale and design of the works on the appearance and character of the local area, the impact on neighbour and occupier amenity as well as the provision of housing to a suitable standard.

Principle of development and the need for additional housing.

- 7.2 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.
- 7.3 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.

- 7.4 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.
- 7.5 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 in the local plan and there are no known flood risk issues, the site being in Flood Zone 1.
- 7.6 The proposals will provide a new dwelling, for which there is a recognised need, while enlarging the existing house, would not displace any space or use protected by adopted planning policies and, in view of no conflict with policy CS 13, the principle is considered acceptable.
- 7.7 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.
- 7.8 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 dwellings. 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".
- 7.9 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.
- 7.10 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.

7.11 Having regard to the potential output of housing in the coming five years, while the proposal would unarguably make a contribution towards the borough's housing stock and would optimise housing output from this modest plot, officers consider that considerable weight should also be attached to matters of design and the impact of the proposals on the surrounding dwellings and streetscene.

The impact of the design and appearance on the building and street scene

7.12 London Plan policy D3, Core Strategy policy CS14 and SPP Policy DMD3 require well designed proposals that will respect the appearance, materials, scale bulk, proportions and character of the original building and its surroundings. SPP Policy DM D2 requires developments to relate positively and appropriately to the siting, scale, proportions and massing of surrounding buildings and existing street patterns.

7.13 The single storey rear extension to the existing house is only 3m deep and were it not for the extension beyond the flank wall of the house, would be within permitted development allowances. To resist the proposals on the grounds of impact on the visual amenities of the adjoining dwelling would be unreasonable.

7.14 In relation to the new dwelling, the previous application was refused because of the harmful impact of a proposed front extension to the new and existing house. In response the applicants have removed this element from this new application and the front elevation of the new house is now set back from the front elevation of the existing house. Officers consider this reflects the appearance of the side extension to the house at the other end of the terrace. The width has been reduced so that it is the same width as the existing house. While wider than that which officers might normally support the extension is tucked away from view and it may be unreasonable to resist on grounds of bulk and massing and a harmful impact on the streetscene. Similarly, while the design of the roof of the side extension does not integrate as well as it might, again flowing from the width of the side extension, it would nevertheless have limited impact on the streetscene. As a matter of judgement officers consider that greater weight can be attached to the provision of a new dwelling and that the proposals may be supported.

The impact on neighbour amenity

7.15 SPP policy DM D2 and London Plan policy D3 require that proposals do not have a negative impact on neighbour amenity from loss of light, privacy, visual intrusion or increased disturbance and that people feel comfortable with their surroundings. The proposals have generated

objections on the grounds of amenity although the ground floor rear extension to the existing dwelling on its own would be within Permitted Development. For the new house element the height has been significantly reduced from the previous application where it reached to just under the window sill on the side elevation to now where the height is less than 3m. The new house is narrower and shorter than on the previous scheme and it is considered that these changes have now made the proposal much less dominant and visually intrusive.

- 7.16 Neighbours have had concerns regarding access to houses, in particular, number 19 where the entrance to the house is along the side elevation facing north. As the proposed house would now be set back from the path line it is considered that previous concerns about access have been resolved. However the site is confined and there have been a number of objections regarding the impact of the building works on neighbour access to properties. Subject to suitable safeguarding conditions, the construction should be able to be undertaken, as it was at the other end of the terrace, without undue disruption for neighbours. A condition for details of a construction management plan detailing how the works will be undertaken to protect neighbour amenity is recommended.

Housing standards, amenity space provision and design

- 7.17 SPP Policy DM D2, Core Strategy 2011 policies CS 9 Housing Provision and CS 14 Design and London Plan policy D5 Housing standards are all policies that seek to provide additional good quality residential accommodation with safe and secure access that meets minimum internal and external space standards.
- 7.18 With a GIA of 37sqm the new dwelling in side extension meets the minimum standard for a one bed, one person dwelling and both the new and existing houses will have adequate outdoor amenity space. The new house along with the proposed private amenity space for both the new and existing house exceed the minimum standards.

Parking, servicing and deliveries

- 7.19 Core Strategy Policy CS 20 is concerned with issues surrounding pedestrian movement, safety, serving and loading facilities for local businesses and manoeuvring for emergency vehicles as well as refuse storage and collection.
- 7.20 The proposals generated objections from neighbours on the grounds of a harmful impact on parking and traffic movements. There is no on-street parking in front of the site and as it is not within a CPZ it would not be possible to restrict parking by means of a legal agreement. The proposals for the new house would only provide one bedroom for one person and therefore in terms of traffic volume and vehicle movements the proposals would not result in any significant increase in parking demand over and

above that which might arise were the house simply to be extended enabling occupation by a larger family with greater car ownership. Officers consider it would be unreasonable to refuse the proposals on the grounds of impact on parking pressure locally.

- 7.21 Core strategy policy CS18 Active Transport and London Plan policy T5 cycling encourage the provision of adequate amounts of secure sheltered cycle storage facilities. Whilst there is no requirement to provide secure cycle storage for the existing house the applicant has indicated the required provision of one secure cycle store for the proposed house in the rear garden. A condition securing the delivery of an acceptably designed store is recommended.

Refuse

- 7.22 Core Strategy policy CS 17 and London Plan policy 5.17 relate to waste management. The applicant has indicated the provision of a refuse store to the rear of the house to protect visual amenity and keep the front clear. An informative advising that the refuse will need to be presented for collection in the same way as neighbouring properties is recommended as operatives will not go into the rear garden to service the property.

Sustainable design and construction

- 7.23 New buildings must comply with the Mayor's and Merton's objectives on carbon emissions, renewable energy, sustainable design and construction, flood risk management and sustainable drainage.
- 7.24 All new developments comprising the creation of new dwellings should demonstrate how the development will:
- a. Comply with Merton's Core Planning Strategy (2011) Policy CS15 Climate Change (parts a-d) and the policies outlined in Chapter 5 of the London Plan (2016).
 - b. As a minor development proposal, outline how the development will achieve a 19% improvement on Buildings Regulations 2013 Part L and submit SAP output documentation to demonstrate this improvement.
 - c. Achieve internal water usage rates not in excess of 105 litres per person per day.
- 7.25 For this application the applicant has provided details of how the new house will meet those standards. A condition requiring it to be demonstrated that they have been met prior to occupation is recommended.

Other matters

- 7.26 The assertion of vehicles having driven over the gas main are not a planning matter. The recommended construction management plan condition can ensure that this development is built in a considerate manner so as to mitigate against short term environmental impacts on neighbours.
- 7.27 There is no requirement for the applicant to utilise the services of the Council's Building Control Section to oversee construction as they are entitled to use an Approved Inspector.

8. CONCLUSION

- 8.1 The proposals would provide an additional unit of residential accommodation for which there is an identified need and which meets the minimum internal and external space standards and as such would provide suitable accommodation for future occupiers. The proposals would not harm neighbour amenity in terms of visual impact, loss of light or overlooking. The applicant has sought to address the reasons for refusal of the previous scheme with a more modest scheme. The dwelling by reason of its location within the pattern of development in Neath Gardens would be relatively well tucked away from view and the merits of delivering a new dwelling are considered to carry greater weight in the assessment of the proposals. The proposals would not materially impact on parking conditions locally.
- 8.2 Subject to the imposition of suitable conditions the proposals are recommended for approval.

RECOMMENDATION.

Grant planning permission subject to the following conditions:

1. A1 Commencement of works
2. A7 Built to plans Site location plan and drawings 20/12/02 B & 20/12/03 A
3. B2 Matching materials
4. B4 Surface treatment
5. B5 Boundary treatment
6. C5 No cables or flues
7. C6 Refuse No development above ground level shall take place until a scheme for the storage of refuse and recycling has been submitted in writing for approval to the Local Planning Authority. No works which are the subject of this condition shall be carried out until the scheme has been approved, and the development shall not be occupied until the scheme has been approved and has been carried out in full. Those facilities and measures shall thereafter be retained for use at all times from the date of first occupation.

8. D9 No external lighting
9. C8 No use of flat roof
10. H6 Cycle storage No development above ground level shall commence until details of secure cycle parking facilities for the occupants of, and visitors to, the development have been submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be fully implemented and made available for use prior to the first occupation of the development and thereafter retained for use at all times.to be approved
11. H10 Construction working method statement
12. H13 Construction logistics plan
13. 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

Informatives

1. 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
2. Informative
 - Water efficiency evidence requirements for post construction stage assessments must provide:
 - Documentary evidence representing the dwellings `As Built`; detailing:
 - i) the type of appliances/ fittings that use water in the dwelling (including any specific water reduction equipment with the capacity / flow rate of equipment);

ii) 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'

3. Informative

Notwithstanding the details shown on the approved plans the applicant is advised that refuse will need to be presented for collection as with other properties on Neath Gardens as operatives will not enter the rear of the site to collect refuse.

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