PLANNING APPLICATIONS COMMITTEE

19 June 2014

APPLICATION NO. DATE VALID

14/P0422 04/02/2014

Address: 84 Queen Mary Avenue, Morden, London, SM4 4JR

Ward: Lower Morden

Proposal: Erection of 2 detached dwellinghouses involving the removal

of two garages.

Drawing No's: 1305-PL-001, 1305-PL-100, 1305-PL-200, 1305-PL-LS100

(Rev A) and SK020414-Access.

Contact Officer: Ganesh Gnanamoorthy [020 8545 3119]

RECOMMENDATION

Grant planning permission subject to S.106 Obligation and conditions.

CHECKLIST INFORMATION

- " Heads of agreement: To be finalised
- " 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 45
- " Press notice No
- " Site notice Yes
- " External consultations: Yes
- " Density N/A
- " Number of jobs created N/A

1. <u>INTRODUCTION</u>

1.1 This application is bought before the Planning Applications Committee as a result of the extent and nature of local interest.

2. SITE AND SURROUNDINGS

- 2.1 The application site is a parcel of land located to the rear of 84 and 86 Queen Mary Avenue. The site can be accessed through an existing access between 410 and 412 Hillcross Avenue. The access is approximately 3.00m in width and is approximately 45m in length.
- 2.2 There are currently 2 garages on the application site.
- 2.3 To the north of the application site are the rear gardens of properties on Queen Mary Avenue, which are predominantly 2-storey terraced properties. To the west of the site are the rear of 3 and 4 storey properties on Grand Drive which comprise commercial units at ground floor with residential on the upper floors. To the south of the site are the rear gardens of the properties fronting Hillcross Avenue.
- 2.4 The site is not within a designated Conservation Area or an area at risk from flooding.

3. CURRENT PROPOSAL

- 3.1 This application proposes to remove the existing two garages and erect 2x detached dwellinghouses with associated landscaping, parking and refuse storage.
- 3.2 The houses would have eaves height of 5.40m and ridge height of 9.00m. Each house would accommodate 3x bedrooms. Each house would benefit from a parking space, a refuse store and a cycle store/shed.
- 3.3 The properties would have identical internal layouts with roomsizes and other spaces as follows:

Room	Size (square metres)
Living/Dining	18.2
Kitchen	8.1
Bedroom 1	14.2
Bedroom 2	9.2
Bedroom 3	15.7
Bathroom	4.6
Garden	53 and 51 respectively

4. PLANNING HISTORY

4.1 There is no relevant planning history on this site.

5. **CONSULTATION**

- 5.1 The application was advertised by means of site and press notices, and neighbour notification letters to 50 surrounding addresses.
- 5.2 Five letters of objection have been received raising the following concerns:
 - · Loss of absorbent ground;
 - Bulk, scale and mass;
 - Unacceptable access;
 - Loss of privacy;
 - · Loss of green space;
 - Insufficient parking provision;
 - Refuse arrangements.

6. POLICY CONTEXT

National Planning Policy Framework [March 2012]

- 6.1 The National Planning Policy Framework was published on the 27 March 2012 and replaces previous guidance contained in Planning Policy Guidance Notes and Planning Policy Statements. This document is put forward as a key part of central government reforms '...to make the planning system less complex and more accessible, and to promote sustainable growth'.
- 6.2 The document reiterates the plan led system stating that development that accords with an up to date plan should be approved and proposed development that conflicts should be refused. The framework also states that the primary objective of development management should be to foster the delivery of sustainable development, not to hinder or prevent development.
- 6.3 To enable each local authority to proactively fulfil their planning role, and to actively promote sustainable development, the framework advises that local planning authorities need to approach development management decisions positively looking for solutions rather than problems so that applications can be approved wherever it is practical to do so. The framework attaches significant weight to the benefits of economic and housing growth, the need to influence development proposals to achieve quality outcomes; and enable the delivery of sustainable development proposals.

The London Plan [2011].

The relevant policies in the London Plan [July 2011] are 2.17 [Strategic industrial locations] 4.4 [managing industrial land and premises]; 4.7 [Retail and town centre development]; 4.8 [Supporting a successful and diverse retail sector]; 5.2 [Minimising carbon dioxide emissions]; 5.3 [Sustainable design and construction]: 5.7 [Renewable energy]; 5.10 [Urban greening]; 5.12 [Flood risk management]; 5.13 [Sustainable drainage]; 6.3 [Assessing effects of development on transport capacity]; 6.9 [Cycling]; 6.10 [Walking]; 6.11 [Smoothing traffic flow and tacking congestion]; 6.12 [Road network capacity]; 6.13 [Parking]; 7.2 [An inclusive environment]; 7.3 [Designing out crime]; 7.4 [Local character]; 7.5 [Public realm]; 7.6 [Architecture]; 7.14 [Improving air quality]; 7.15 [Reducing noise and enhancing soundscapes] and 8.2 [Planning obligations].

Merton LDF Core Planning Strategy [2011]

6.5 The relevant policies within the Council's Adopted Core Strategy [July 2011] are CS.14 [Design]; CS.15 [Climate change]; CS.18 [Active transport]; CS.19 [Public transport]; and CS.20 [Parking; servicing and delivery].

Emerging policies within the Draft Sites and Policies Plan Feb 2014.

- 6.6 Paragraph 216 of the National Planning Policy Framework advises that a decision maker may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan and the extent to which there are unresolved objections to relevant policies.
- 6.7 The London Borough of Merton draft 'Sites and Policies Plan' was considered by the independent Planning Inspector appointed by the Secretary of State at a public hearing in January 2014 and the final report was published on 4 June 2014. No changes are required to the February 2014 version 'Sites and Policies Plan (including all modifications) and the Plan is due to be formally adopted in July.
- 6.8 The relevant policies within the Draft Sites and Policies Plan are as follows DM D1 (Urban design and the public realm); DM D2 (Design considerations and the public realm);

Merton Unitary Development Plan [2003]

6.9 The relevant planning policies retained in the Adopted Unitary Development Plan [October 2003] are: BE.15 [New buildings and extensions; daylight; sunlight; privacy; visual intrusion and noise]; BE.16 [Urban design]; BE.22 [Design of new development]; BE25 [Sustainable development]; HS.1 [Housing standards]

7. PLANNING CONSIDERATIONS

7.1 The key planning considerations in relation to this proposal are the principle of the development, design, access, transport issues, and any impact on the residential amenities of the occupiers of the adjoining properties.

Principle of development

7.2 The proposed development would take place on land which would have previously formed part of the rear gardens of properties on Queen Mary Avenue. With this in mind, the recognised use of the land would be residential, and subject to a suitable standard of accommodation in line with national, metropolitan and local policy, being achieved, the principle of the use of this site for residential dwellings is considered acceptable.

Need for additional housing

- 7.3 The National Planning Policy Framework [March 2012] requires the Council 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.
- 7.4 Policy CS. 9 within the Council's Adopted Core Strategy [July 2011] and policy 3.3 of the London Plan [July 2011] state that the Council will work with housing providers to provide a minimum of 4,800 additional homes [320 new dwellings annually] between 2011 and 2026. This minimum target that should be exceeded where possible. The housing delivery trajectory set out in the latest Council's Annual Monitoring Report has identified future challenges in ensuring an adequate supply of housing is delivered in the borough to meet the minimum targets in the Core Strategy and the London Plan.
- 7.5 Paragraph 18.6 of the Core Strategy (2011) refers to Merton's 2010 Strategic Housing Market Assessment study (2010) which indicates that 50% of future housing should take the form of 3 bedroom units and 47% either 1 or 2 bedroom units. This highlights a need for family sized dwellings in the Borough and the provision of 2 family houses is considered to be acceptable.

Layout, scale and design

7.6 The London Plan policy 7.4 requires that buildings, streets and open spaces should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. Policy 7.6 sets out a number of key objectives for the design of new buildings including the following: that buildings should be of the highest architectural quality, be of a proportion, scale and orientation that enhances,

- activates and appropriately defines the public realm, comprises details that complement, not necessarily replicate the local architectural character.
- 7.7 Policy CS14 of the adopted Core Strategy states that all development needs to be designed to respect, reinforce and enhance local character and contribute to Merton's sense of place and identity. This will be achieved in various ways including by promoting high quality design and providing functional spaces and buildings.
- 7.8 Saved UDP policies BE.16 and BE.22 require proposals for development to compliment the character and appearance of the wider setting. This is achieved by careful consideration of how the density, scale, design and materials of a development relate to the urban setting in which the development is placed.

Design and scale

- 7.9 The application site is a parcel of land located to the rear of properties on Queen Mary Avenue, Hillcross Avenue and Grand Drive. The properties on Hillcross Avenue and Queen Mary Avenue are 2-storey in nature with pitched roofslopes, while the properties on Grand Drive are a mixture of 3 and 4 storeys in height. It is noted that there are also a number of blocks of residential flats along Grand Drive.
- 7.10 The location of the proposed development is secreted between the existing properties on the above mentioned roads, and with this in mind would not be visually evident within the streetscene. The applicant has, however, sought to keep the style and form of the proposed dwellings in line with the existing residential houses in the immediate vicinity by virtue of a 2-storey building. The additional accommodation is provided at roof level and would not be visible as a 'third storey'. Indeed, this sort of roof level accommodation is commonplace in the borough with dormers and rooflights added to facilitate extra living space.
- 7.11 The applicant has indicated on the plans that the proposed house would have a modern appearance with the use of western red cedar timber, white render, metal framed windows and a zinc roof being used in the elevations of the properties. This modern approach is considered to provide an acceptable contrast, and the minimal streetscene presence would make this acceptable.

Layout

- 7.12 The London Plan sets out room size standards which new developments must comply with, and these standards are minimums. The proposed floorplans demonstrate that these have been met for all rooms. In addition, the overall floorspace exceeds the minimum requirements.
- 7.13 The Council has set out details of required garden spaces for residential accommodation, and this is set at 50 square metres for a family sized dwelling. It is worthy of note that the soon to be adopted Draft Sites and Policies Plan has

- retained this figure, and therefore will remain unaltered by the change in policy documents. The two proposed dwellings would both meet this requirement.
- 7.14 Concerns have been raised regarding the access to the site, and this relates to a number of issues, including a safe access, and access for emergency vehicles and other services. The applicant has provided an additional plan demonstrating that a gate would be installed which would slide open horizontally (in order to provide the maximum opening for pedestrians and vehicles to enter and leave the site), while security lighting would be placed along the access road leading to the gate.
- 7.15 With regard to the possible outbreak of fire, the applicant is proposing a fire hydrant which the fire brigade would be able to connect to, and would satisfy their requirements regarding hose distances, which stipulate that a maximum of 65 metres is the maximum acceptable distance.
- 7.16 With regard to refuse, a refuse strategy plan has been provided indicating that residents would transport refuse to the front of the site on the night before collection days. The applicant is proposing a separate refuse store for each property, and this is considered prudent as it would mean that each property would need to take responsibility for their own waste.
- 7.17 In conclusion the design, scale, layout and appearance of the proposed development complements the local context and respects the local pattern of development in accordance with policy BE.16, policy BE.22 Unitary Development Plan, policy CS14 of the Core Strategy and policy 3.5 of the London Plan.

Amenity Impact:

- 7.18 The new dwellings would be situated 19m away from the nearest residential windows those on Queen Mary Avenue. After discussions with the applicant it was agreed that rotating the houses slightly anti-clockwise would be appropriate in order to make any views to the houses on Queen Mary Avenue slightly more acute, rather than direct. In addition, it is noted that there are no openings to the rear at roof level. At first floor level there would be a rear bathroom window and a rear bedroom window. The separation distance between the properties, and the realtively low level of the windows (just at ground and first floor level) is therefore considered to be acceptable.
- 7.19 Concerns have been raised over the scale of the proposed houses, and although the ridge height would be 9.00m, the eaves height is less than 5.50m. This is considered acceptable given the considerable distance between the proposed houses and the nearest residential properties.

Transport/Parking

- 7.20 Policy 6.13 of the London Plan states that the Mayor wishes to see an appropriate balance between promoting new development and preventing excessive car parking that can undermine cycling walking and public transport use. Policy CS20 of the Core Strategy [July 2011] states car parking should be provided in accordance with current maximum car parking standards, whilst assessing the impact of any additional on street parking on vehicle movements and road safety.
- 7.21 Car parking standards are set out within the London Plan at table 6.2 and require a 'maximum' of 1 1.5 off street space for dwellings with three bedrooms. The proposed development includes 2 off street car parking and this is in line with these maximum standards within the London Plan.
- 7.22 In addition to this, the applicant has indicated that cycle parking provision would be made in the sheds of the respective properties.

8. ENVIRONMENTAL IMPACT ASSESSMENT

The application site is less than 0.5Ha in area and therefore falls outside of the scope of Schedule 2 developmentunder the Town and Country Planning (Environmental Impact Assessment) Regulations 2011. In this context, there is no requirement for an Environmental Impact Assessment as part of this application.

9. PLANNING OBLIGATIONS AND LOCAL FINANCIAL CONSIDERATIONS.

- 9.1 Regulation 122(2) of the CIL Regulations 2010 (continued in the CIL Regulations 2011) introduced three tests for planning obligations into law, stating that obligations must be:
- necessary to make the development acceptable in planning terms;
- directly related to the development;
- fairly and reasonably related in scale and kind to the development.

9.2 If a planning obligation does not meet all of these tests it cannot legally be taken into account in granting planning permission and for the Local Planning Authority to take account of S106 in granting planning permission it needs to be convinced that, without the obligation, permission should be refused.

Financial contribution towards education provision;

9.3 Funding towards education provision would now be provided from the Merton Community Infrastructure Levy.

Financial contribution towards open space;

9.4 Funding towards education provision would now be provided from the Merton Community Infrastructure Levy.

Financial contribution towards provision of affordable housing;

- 9.5 Policy CS. 8 within the Council's Adopted Core Strategy [July 2011] states that the Council will seek off site contributions towards affordable housing where between 1 and 9 new dwellings are proposed.
- 9.6 The applicants has confirmed that they are willing to pay such a contribution. This figure is yet to be agreed, and any permission would be subject to the signing of a relevant S106 agreement with regard to this.

Mayor of London Community Infrastructure Levy

- 9.7 The proposed development is liable to pay the Mayoral Community Infrastructure Levy [CIL], the funds for which will be used by the Mayor of London towards the 'CrossRail' project.
- 9.8 The CIL amount is non-negotiable and planning permission cannot be refused for failure to pay the CIL. It is likely that the development will be liable for the Mayoral Community Infrastructure Levy that is calculated on the basis of £35 per square metre of new floor space.

London Borough of Merton Community Infrastructure Levy

9.9 After approval by the Council and independent examination by a Secretary of State appointed planning inspector, in addition to the Mayor of London Levy the Council's Community Infrastructure Levy commenced on the 1 April 2014. The liability for this levy arises upon grant of planning permission with the charge becoming payable when construction work commences.

- 9.10 The Merton Community Infrastructure Levy will allow the Council to raise, and pool, contributions from developers to help fund local infrastructure that is necessary to support new development including transport, decentralised energy, healthcare, schools, leisure and public open spaces. The provision of financial contributions towards affordable housing and site specific obligations will continue to be sought through planning obligations a separate S106 legal agreement.
- 9.11 The London Borough of Merton Community Infrastructure Levy applies to new residential dwellings. This levy is calculated on the basis of £115 per square metre of new floor space.

10. CONCLUSION

10.1 The proposed development provides a good standard of accommodation and makes a modest contribution to housing targets The design, bulk and massing are considered to be satisfactory and not harmful to neighbour amenity. The detailed design and implementation of the proposed access is to be conditioned. It is recommended that planning permission be granted subject to conditions and the signing of a S106 agreement.

<u>RECOMMENDATION</u>: Grant planning permission subject to a Section 106 agreement with relation to affordable housing contribution (amount to be confirmed) and the following conditions:

- 1. <u>Standard condition</u> [Time period] the development to which this permission relates shall be commenced not later than the expiration of 3 years from the date of this permission. <u>Reason for condition</u>: To comply with Section 91 (as amended) of the Town & Country Planning Act 1990.
- 2. <u>Amended standard condition</u> [Approved plans] The development hereby permitted shall be carried out in accordance with the following approved plans: (Schedule of drawings and documents on Page 1 of PAC report to be inserted) <u>Reason for condition:</u> For the avoidance of doubt and in the interests of proper planning.
- 3. Standard condition (Materials) B3
- 4. C1 No Permitted Development (Extensions)
- Standard condition [Timing of construction work] No demolition or construction work or ancillary activities such as deliveries shall take place before 0800hrs or after 1800hrs Mondays - Fridays inclusive; before 0800hrs or after 1300hrs on Saturdays or at any time on Sundays or Bank Holidays.

Reason for condition: To safeguard the amenities of the area and occupiers of neighbouring properties and to ensure compliance with policy PE.2 of the Adopted Merton Unitary Development Plan 2003.

- 6. <u>Amended standard condition</u> [Construction phase impacts] Prior to the commencement of development [including demolition] a working method statement shall have been submitted to and approved in writing by the Local Planning Authority providing details of how to accommodate vehicle parking for construction site workers and visitors; loading and unloading of plant and materials; storage of construction plant and materials; wheel cleaning facilities; control of dust, smell and other effluvia; control of surface water runoff. No development shall be carried out except in full accordance with the approved method statement. <u>Reason for condition</u>: In the interests of vehicle and pedestrian safety and the amenities of neighbouring occupiers and to comply with policy CS20 of the Adopted Merton Core Planning Strategy 2011.
- 7. Non standard condition [Demolition dust and noise] Prior to the commencement of development [including demolition] measures shall be in place to prevent nuisance from dust and noise to surrounding occupiers with these measures in accordance with a method statement that has previously been submitted to and approved in writing to the Local Planning Authority with the approved measures retained until the completion of all site operations. Reason for condition: To protect the amenities of occupiers of neighbouring properties and to accord with policy PE.2 of the Adopted Merton Unitary Development Plan 2003.
- 8. Amended standard condition [Code for Sustainable Commencement - New build residential] Prior to the commencement of development a Design Stage Assessment Report demonstrating that the development will achieve not less than Code for Sustainable Homes Level 4 and a letter from a person that is licensed with the Building Research Establishment (BRE) or other equivalent assessors as a Code for Sustainable Homes assessor shall be submitted to and approved in writing by the Local Planning Authority with the letter confirming that the development is registered with BRE or other equivalent assessors under Code For Sustainable Homes and the design stage report demonstrating that the development achieves improvements in the dwelling emissions rate in accordance with current policy standards. Reason for condition: To ensure the development achieves a high standard of sustainability and makes efficient use of resources and to comply with policies BE.25 of the Adopted Merton Unitary Development Plan 2003, 5.2 of the Adopted London Plan 2011 and CS 15 of the Adopted Merton Core Planning Strategy 2011.

- 9. Amended standard condition [Code for Sustainable Homes Pre-Occupation-New build residential] Unless otherwise agreed in writing by the Local Planning Authority, prior to first occupation of the proposed new dwellings a Building Research Establishment or other equivalent assessors Final Code Certificate shall be submitted to, and acknowledged in writing by the Local Planning Authority providing confirmation that the development has achieved not less than a Code 4 level for Sustainable Homes together with confirmation that a minimum together with confirmation that improvements in the dwelling emissions rate have been achieved in accordance with current policy standards Reason for condition: To ensure that the development achieves a high standard of sustainability and makes efficient use of resources and to comply with policies BE.25 of the Adopted Merton Unitary Development Plan 2003, 5.2 of the Adopted London Plan 2011 and CS 15 of the Adopted Merton Core Planning Strategy 2011.
- 10. <u>Amended standard condition</u> [Lifetime homes] Prior to first occupation of the proposed new dwellings, the applicant shall provide written evidence to confirm the new dwelling units meet Lifetime Homes Standards based on the relevant criteria. <u>Reason for condition</u>: To meet the changing needs of households and comply with policy CS8 of the Adopted Core Strategy [July 2011].
- 11. Non standard condition [Landscaping] Prior to first occupation of the proposed new dwellings or the first planting season following occupation new landscaping shall be in place that is in accordance with a landscaping scheme that will have previously been submitted to and approved in writing by the Local Planning Authority, with the submitted plan including full details of the size, species, spacing, quantities and location of plants, landscaping along the front boundary and landscaping of rear amenity areas Reason for condition: To enhance the appearance of the development in the interest of the amenities of the area and to provide an adequate standard of accommodation in line comply with policy CS13 of the Adopted Merton Core Planning Strategy 2011.
- 12. Non standard condition [Cycle storage] Prior to first occupation of the proposed new dwellings cycle storage shall be in place that is accordance with details (including elevations and floor plan of store) to be submitted to and approved in writing by the Local Planning Authority, with the cycle storage retained in accordance with the approved details permanently thereafter. Reason for condition: To ensure the provision of satisfactory facilities for the storage of cycles and to comply with policy CS18 of the Adopted Core Strategy [July 2011].

- 13. Non standard condition [Refuse and recycling facilities] Prior to first occupation of the proposed new dwellings refuse and recycling facilities shall be in place that are in accordance with details that have previously been submitted to and approved in writing by the Local Planning Authority, with the refuse and recycling facilities retained in accordance with the approved details permanently thereafter. Reason for condition: To ensure the provision of satisfactory facilities for the storage of refuse and recycling material and to comply with policies BE.15 and PE.11 of the Adopted Merton Unitary Development Plan 2003.
- 14. <u>Amended standard condition</u> [External Lighting] Any new external lighting shall be positioned and angled to prevent any light spillage or glare beyond the site boundary. <u>Reason for condition</u> To safeguard the amenities of the area and occupiers of neighbouring properties and to ensure compliance with policy PE.3 of the Adopted Merton Unitary Development Plan 2003.
- 15. Amended Standard condition [Hardstanding areas] All areas of proposed hardstanding shall be made of porous materials, or provision made to direct surface water run-off to a permeable or porous area or surface within the boundaries of the application site before the development hereby permitted is first occupied. Reason for condition To reduce surface water run off and to reduce pressure on the surrounding drainage system in accordance with Policy CS 16 of the Adopted Merton Core Planning Strategy 2011.
- 16. Non-standard condition Prior to the occupation of the dwellings, a plan showing the proposed treatment for the access way, including materials and lighting specifications, shall be submitted to, and approved by, the Local Planning Authority. The works shall then be carried out, and retained, in accordance with these detail. Reason for condition: To ensure an adequate access is provided and in the interests of vehicle and pedestrian safety and to comply with policy BE15 andCS20 of the Adopted Merton Core Planning Strategy 2011.

INFORMATIVES:

- a) The applicant is advised that details of Lifetime Homes standards can be found at www.lifetimehomes.org.uk
- b) The applicant is advised that in accordance with paragraphs 186 and 187 of the National Planning Policy Framework, The London Borough of Merton takes a positive and proactive approach to development proposals focused on solutions.

The London Borough of Merton works with applicants or agents in a positive and proactive manner by suggesting solutions to secure a successful outcome; and updating applicants or agents of any issues that may arise in the processing of their application.

- c) The applicant is advised to contact the Council's Highways team on 020 8545 3700 before undertaking any works within the Public Highway to obtain the necessary approvals and/or licences.
- d) The applicant is advised that the demolition works should avoid the bird nesting and bat roosting season. This avoids disturbing birds and bats during a critical period and will assist in preventing possible contravention of the Wildlife and Countryside Act 1981, which seeks to protect nesting birds/bats and their nests/roosts. Buildings should be also be inspected for bird nests and bat roosts prior to demolition. All species of bat in Britain and their roosts are afforded special protection under the Wildlife and Countryside act 1981. If bats are found, Natural England should be contacted for advice (telephone: 020 7831 6922).
- e) The applicant is reminded of the need to comply with the Control of Asbestos Regulations 2012 in relation to the demolition of the existing garages on the application site, with further advice available at the following link: http://www.hse.gov.uk/asbestos/regulations.htm.

In accordance with paragraphs 186 and 187 of the NPPF, The London Borough of Merton (LBM) takes a positive and proactive approach to development proposals focused on solutions. LBM works with applicants/agents in a positive and proactive manner by:

- Offering a pre-application advice and duty desk service.
- Where possible, suggesting solutions to secure a successful outcome.
- As appropriate, updating applicants/agents of any issues that may arise in the processing of their application.

In this instance:

 The application was considered by the Planning Committee where the applicant/agent had the opportunity to speak to the committee and promote the application.