

PLANNING APPLICATIONS COMMITTEE

October 16th 2014

UPRN	APPLICATION NO.	DATE VALID
	i) 13/P4166	09.01.2014
	ii) 13/P4167	

Address/Site Manor House, 120 Kingston Road, Wimbledon, SW19 1LY

(Ward) Abbey

Proposal:

- i) Conversion of existing building from offices (Class B1) to residential (Class C3) including the demolition of existing extension and erection of a new detached residential building comprising four flats.
- ii) Listed building consent in connection with the above application.

Drawings (for both applications):

607/- 001 P3, 001 P4, 005 P4, 010 P8, 011 P7, 012 P6, 013 P6, 014 P4, 015 P6, 016 P6, 017 P4, 018 P5, 021 P6, 022 P3, 024 P4, 026 P1 & 058 P1

Contact Officer: Leigh Harrington (020 8545 3836)

RECOMMENDATIONS

- i) Grant planning permission subject to a S106 agreement and conditions.
- ii) Grant listed building consent.

CHECKLIST INFORMATION.

- Heads of agreement: (s106 Affordable housing and permit free)
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Design Review Panel consulted: Yes,
- Number of neighbours consulted and re-consulted: 57
- Press notice – Yes
- Site notice – Yes
- External consultations: Environment Agency, English Heritage, (London Division and GLAAS),
- Archaeological Priority Zone – Yes
- Controlled Parking Zone - Yes
- Number of jobs created: N/A

1 INTRODUCTION

- 1.1 The application has been brought before the Committee due to the level of public interest and the need for a s106 agreement for affordable housing.

2. SITE AND SURROUNDINGS

- 2.1 0.06 hectare site at 120 Kingston Road, known as The Manor House. The main building is Grade II listed and dates from the 1700s with a later brick front believed to be from the Georgian period. The Manor House features a 20th century flat roof and a single storey rear extension and car parking area attached to the rear of the building whilst the area to the east of the house is in use as a 15 space car parking area for office staff. Accommodation is over two storeys with rooms in the roof and the building was in use as offices until September 15th 2014.
- 2.2 To the northeast of the Manor House is a two-storey red brick former council office building at 116/ 118 Kingston Road, converted into flats in the 1980s. There is a 27.5m wide gap between the two buildings comprising a concreted parking area at Manor House and vehicle access way to the side of 118 Kingston Road.
- 2.3 On the south eastern boundary of the site is the flank wall and gable end of a row of three storey terrace houses, numbered 118A to E, Kingston Road, constructed 1980s. These are also known as Horatio Place. To the southwest side of the building is the St. John's Ambulance Centre comprising a 12m wide forecourt and single storey building set some 13m behind Manor House.
- 2.4 On the opposite side of Kingston Road are two/ three storey terraces comprising mainly commercial uses at ground floor and a mix of residential, office or ancillary storage space on the upper floors.
- 2.5 The site is not in a conservation area or flood plain but is inside an Archaeological Priority Zone and a Controlled Parking Zone. The site has a good Public Transport Accessibility Level of 5, although Kingston Road carries heavy traffic loads, being part of London's Strategic Road Network (Green Route).
- 2.6 The immediate surrounds are mixed in character comprising commercial and residential properties from various periods with different design features and massing.

3. CURRENT PROPOSAL

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- 3.1 The current proposal is for the conversion of the existing Grade II Listed building from office use within Use Class B1 to a residential use within Use Class C3 including the demolition of the existing extension and the erection of a new detached residential building comprising four flats.

- 3.2 At the Manor House the 1970s single storey brick built rear extension would be removed to provide garden and parking space and a small glass lean to erected at the rear of the building. Internally the offices would be replaced at ground floor level with a living room and WC, a central dining room and a large kitchen. At first floor level there would be two ensuite bedrooms and a dressing room whilst the upper floor would be given to a further three bedrooms and bathroom.
- 3.3 The driveway to the Manor House parking space would separate it from the new L shaped block of four flats to be erected on the eastern side of the site adjacent to the site boundary with the house at 118A Kingston Road. A new pedestrian access from Kingston Road would lead past a refuse store and cycle parking area to the communal entrance to the block. The design of the block has been amended following feedback from officers and the neighbour consultation process.
- 3.4 Flat 1, a 60.8sqm one bedroom flat would be located towards the front of the block, separated from the pavement by its own amenity space with terracing to the south. Flat 2, a 52sqm one bedroom flat, would be located at the rear of the block with a garden area to its east. The design of the proposed block has now been amended so that the rear element housing Flat 2 would now be a single storey structure. Flat 3 would be located on the first floor of the block and would be a one bedroom flat with a GIA of 60.8sqm and it would have a 5sqm south facing balcony accessed via the living room. The proposed building would be 'sunk' into the ground by 0.8m and there would be a fourth flat within the roof slope. This 54.1sqm one bedroom flat would have a 5sqm balcony, enclosed within zinc covered walls on three sides, situated above the balcony for flat 3 and would also face south with side screening to restrict views across to the neighbouring properties to the east of the block. Roof lights on the top of the flat zinc covered section of the roof would provide additional natural light to the flat.
- 3.5 The proposed new block of flats is designed with brick faced walls and a tiled gable ended roof facing Kingston Road with a transverse hipped roof covering the single storey rear of the block. Narrow slit windows would feature on the upper floor on the Kingston Road elevation, at ground level facing Manor House and at first and second floor levels on the eastern elevation with more modern fenestration and balcony arrangement on the south elevation and the ground floor rear east elevation. Much of the ground floor facing Kingston Road would be obscured by the existing high brick walling but would feature two similar sized glazed doorways for Flat 1 and a more secure wooden door for the main entrance to the block with a narrow vertical glazed strip for providing light and views to and from the entrance.
- 3.6 The boundary treatments on the Kingston Road frontage would include colour washing the existing brick wall, providing a low wall, coping and railings for the front of the Manor House with planting behind. Five trees would be provided on site.

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- 3.7 The listing description for the Manor House is confined to recording the exterior features of the building as at the time of listing interior access was not available. The applicant has supplied a Heritage Impact Assessment which details the proposed works, the fabric affected and its significance, the potential impact, mitigation and any residual impact of the works. A Council Conservation and Design Officer has inspected the building to assess the current condition of the building and its historic fabric. Conditions have been recommended to ensure that the works listed at 3.2 will be undertaken in a sympathetic manner in order to conserve and enhance this heritage asset.

4. PLANNING HISTORY

There has been extensive planning history associated with the site. Details of the most relevant planning decisions are set out below:

- 4.1 MER589/75: Listed building consent for alterations to existing building and use of ground and first floor as offices, third floor as flat with car parking at rear. Planning permission granted 08/01/1976.
- 4.2 MER250/78: Listed building consent granted for demolition of part of building and erection of single storey detached building. Planning permission granted 26/10/1978.
- 4.3 MER249/78: Refurbishing of building for offices with flat over, single storey building and seven parking spaces - Planning permission granted 26/10/1978
- 4.4 MER370/79: Listed building consent for a single storey extension to rear of building - Planning permission granted 21/06/1979.
- 4.5 MER369/79: Single storey rear extension and formation of seven car parking spaces - Planning permission granted 21/06/1979.
- 4.6 MER334/80: Change of use of top floor from residential to offices - Planning permission granted 19/06/1980
- 4.7 88/P1453: Listed building consent for internal alterations and installation of extract ducting on rear elevation in connection with change of use of property to restaurant with small ancillary function suites - Listed building consent refused 25/07/1989. Grounds:
The proposed extract ducting by reason of its height, type, size and siting would be an inappropriate and undesirable feature detrimental to the appearance of this Listed Building. Insufficient information has been submitted regarding the proposed use and internal alterations to enable the effect of the proposed use upon the structure and appearance of this Listed Building and to determine whether sufficient off street parking is proposed.

- 4.8 88/P1454: Change of use to restaurant and small ancillary function suites involving internal alterations and installation of extract ducting on rear elevation – Planning permission refused 25/07/1989. Grounds:
The proposal represents an unneighbourly form of development which is detrimental to the activities of local residents by reason of noise, general disturbance and visual intrusion in the street scene, contrary to Policy E.31 of the Draft Reviewed Merton Borough Plan’.
The proposal would lead to an increase in on-street parking to the detriment of the safety and convenience of pedestrians and highway users, contrary to Policies M.13 and M.18 of the Draft Reviewed Merton Borough Plan’.
- 4.9 09/P1116: Demolition of single storey rear and side extensions and erection of 3 detached buildings: including a 2 storey block providing 2 studio flats; a 3 storey block providing 3 x 2 bedroom flats; a single storey building providing 1 x 1 bed flat, with retention of the existing B1 office space and 4 car parking spaces in connection with this use – Planning permissions refused under delegated authority 30/7/2010. Grounds:
The proposals, by reason of the design, siting, size, bulk and massing of the two and three storey new buildings, would be:
a) Visually discordant and intrusive and would detract from the setting of the Grade II listed building and the visual amenities of the Kingston Road streetscene,
b) Relate poorly to the adjacent terrace at 118A to E Kingston Road.
c) Would be visually intrusive and detract from the outlook of the occupiers of the neighbouring ground floor flat at 118 Kingston Road,
d) Would fail to ensure adequate levels of privacy and outlook for future occupiers of the proposed dwellings.
The proposals would be contrary to policies BE.8, BE.15, BE.16 and BE.22 of the Merton Unitary Development Plan (October 2003).
- 4.10 09/P1115: Application for Listed Building Consent in connection with the above – Refused under delegated authority 30/7/2010. Grounds:
The proposals, by reason of the design, siting, size, bulk and massing of the two and three storey new buildings, would be visually discordant and intrusive and would detract from the character and setting of the Grade II listed building and would be contrary to policy BE.8 of the Merton Unitary Development Plan (October 2003).
- 4.11 12/P1964 Application for demolition of existing single storey rear extension and construction of a new part single/part three storey residential building comprising 3 x 1 bedroom and 1 x 3 bedroom units, involving alterations to the existing car park, reducing the number of spaces from 16 to 4. Refused and appeal dismissed; Grounds
The proposed development, by virtue of its form, design, orientation, bulk and scale, would:
(a) fail to preserve the character and special architectural and historic interest of the Listed Building, namely the Manor House;

(b) fail to respect or complement the form, design, scale and proportions of the Listed Building;

(c) fail to respect the rhythm, scale, proportions and massing of surrounding buildings therefore appearing visually intrusive;

(d) fail to achieve a high standard of design that will complement the character and local distinctiveness of the adjoining townscape; contrary to policies 7.6 and 7.8 of the London Plan (2011), CS.14 of the Merton LDF Core Planning Strategy (2011) and policies BE.7, BE.15 and BE.22 of the Merton Unitary Development Plan (2003).

(e) fail to achieve a high standard of living space with inadequate daylight and outlook to habitable rooms, contrary to policy CS.14 of the Merton LDF Core Planning Strategy (2011) and policy HS1 of the Merton Unitary Development Plan (2003).

5. CONSULTATION

5.1 The applications have been advertised by means of listed building press and site notices and letters to 57 neighbouring occupiers. In response to the initial consultation on the original design which featured balconies and windows at first floor level overlooking Horatio Place, 12 objections were received raising objections on the following matters:

- Loss of privacy to properties in Shelton Road and Horatio Place with balconies overlooking gardens and into kitchens
- Visual intrusion, the size scale and bulk of the flats is visually discordant and intrusive
- Loss of daylight & sunlight
- Inadequate on-site parking, the proposal has only one space for the house and none for the flats and no indication where the current users will park. The space for the one car is narrow and will result in the car being reversed in or out of the site. The applicant should pay for access controlled gates to the Horatio Place parking area if permission is granted. The site is not well served by public transport late at night, weekends and public holidays.
- Overdevelopment - The design, materials, height, bulk, massing and scale would dominate and damage the setting of the listed building. Previous refusals because the buildings were to be within 2m of manor House, the increase to 3.2m is minimal. This crowds and distracts from a legacy asset and Manor House was traditionally a standalone building.
- The size and bulk of the proposals is out of keeping with the area resulting in a 'hotchpotch of styles'.
- The height of the new building is not subservient to Manor House as claimed and Manor House will be swallowed up by an overly large residential block.
- Poor design trying to squash as much into the area as possible with no consideration to the quality of life for the new residents and neighbours, all about making money not improving standards for residents.
- Out of character with the Kingston Road streetscene, the new building will be too close to Kingston road. Balconies like this are not a local feature. The window design should match that of the neighbouring townhouses
- With 24 new flats at the Arts College site where is the identified need for more?

- Adverse and unclear impact of alterations to the boundary wall which Land Registry records do not show as belonging to the site.
- Detrimental to security for future and existing occupiers with a lower wall by 118A Horatio place and when walls are removed during construction.
- Doesn't appear to be any provision to support access for the disabled in terms of equipment, mobility scooter parking etc.
- Nuisance during construction to residents and local schools.
- The Manor House has been allowed to fall into a poor state of repair and its restoration should be a priority.

Following discussions between officers and the applicant changes to the design were submitted which: removed the second floor of the rear elevation and thereby the balconies overlooking Horatio Place; provided a building on three floors fronting Kingston Road in place of a building on two floors with a ridge height below that on the Manor House; increased the footprint of the block marginally by 11.5sqm; moved the south elevation closer to the southern boundary by 0.96m. A re-consultation was undertaken by both the applicant and the council and six letters of objection were received which raised concerns relating to;

- The site is too small for this type of property and the block of flats is not needed on this site.
- The design of the flats is not in keeping with the Manor House and will have a negative impact on the immediate neighbourhood. The design being described as extremely unattractive, totally unacceptable, unbelievably hideous, ugly, visually discordant and intrusive to the Manor House. The slit windows being out of keeping with other properties in the area.
- The flats would be out of scale and keeping with the existing Manor House.
- The proposal will result in overlooking from the balconies to the rear of the flats to 118a Kingston Road.
- Replacement of the boundary wall on the south west of the site will harm the occupiers established planting, their enjoyment and security of their property.
- Change of use of the Manor House is not a desirable change of use.
- By sinking the building 0.8m into the ground the risk of flooding will increase.
- The taller building will reduce light and the east wall should be rendered white to match the manor House and offset loss of light
- Several objections were lodged relating to a lack of adequate parking provision, failing to comply with section 5.4 of the SPG notes for New Residential Developments 1999 which calls for adequate car parking. The transport statement was described as being bland, inaccurate and written without any local knowledge.
- The development is based on sheer greed to maximise income without regard to the realities of life and the impact on local residents.
- The development should have a space for each flat and two for visitors.

5.2 8 letters of support were received. 3 of these were resident in the flats opposite the site (on Kingston Road) and 3 worked in the application site. The letters stated that the proposal would:

- Add life to the building outside office hours
- Loss of the car park would result in fewer vehicle movements

- Homeless persons use the car park when it is closed.
 - The proposals will improve the street view
 - The proposal will provide a new house
 - The proposal will provide needed small flats
 - The works would fill in the gap in the street scene.
- 5.3 English Heritage raises no objection and were "broadly content with the proposed new development adjacent to the Grade II listed Manor House and consider an appropriately designed 'agricultural style' building which is subservient to manor house would potentially represent an enhancement to the setting of the listed building when compared to the existing car park arrangement" and they "recommended consideration could be given to increasing the scale/treatment of what is legible in the principal elevation as representing the 'great door' or cart entrance". Previous consultations have recommended a condition requiring archaeological investigations prior to any works starting. Comments awaited in respect of consultation on revised proposals.
- 5.4 Transport Planning raise no objection to the principle of development for residential use, but recommended conditions seeking details of a new vehicle access, removal of the existing crossover, details of cycle parking and that a S106 agreement ensure the development was permit free.
- 5.5 Environment Agency confirmed that the proposal represented a "low environmental risk", and had no other comment to make.
- 5.6 Design Review Panel 30th January 2014 considered the original proposals and noted "The Panel roundly supported the proposals for this site. They commended the thorough analytical approach to the listed building as a means of deciding the best development solution. The Panel particularly supported the restoration of the original house to residential use, and felt that this was the best use for the building.
 Whilst the Panel also generally supported the 'barn' approach chosen by the architect, there was some question as to the validity of 'recreating' an essence of a bygone rural character in an area long since urbanised. However, the Panel were unanimous in their conviction that what the site needed most of all was a new 'tooth' to fill the gap in the street frontage and that a building on the frontage of the site was the correct location for any new development.
 Regarding the listed house, the Panel felt that there was an excessive number of bathrooms and that the space could be better and more flexibly used if some of these were used for other purposes, particularly as many were fronting the main road and could end up having frosted glass (even if only on internal secondary glazing), which would adversely affect the buildings appearance. On the frontage it was felt that the bins could be better located near the vehicular entrance.
 On the new building it was noted that there was a lot of brick on the frontage and that, although this would be of high quality, thought should be given to ensuring how this did not become bland and monotonous. Questions were raised about the appropriateness of the bonding to be used. Whilst the Panel

appreciated the aim of being subservient to the listed house, they felt that a barn would have a larger roof profile – possibly with a lower eaves line. There was some discussion on the best orientation of the new building. It was felt that the chosen alignment did not work as it did not align with the street, created awkward internal courtyard spaces and may present an unduly prominent corner when approaching from the east. The Panel did however, acknowledge that orientating to the street, whilst solving these issues, may result in an irregular building shape on the site. This discussion also touched on the more abstract, likely interpretation of the new building in relation to the listed building.

Regarding the exterior design, it was felt that the barn style did not necessarily follow clearly on other elevations. It was suggested that the rear was not as inventive as the front and would benefit from a more ‘designed’ or bolder approach that could be quite different in style. Internally it was welcomed that there was triple aspect in places, though it was noted that there were no separate kitchens. It was also felt that the internal space could possibly be arranged more efficiently in places. Overall the Panel were very supportive of the proposals.”

VERDICT: GREEN

- 5.6 The Council’s Conservation and Design officer has been working on the scheme throughout the pre application stage and commented on various amendments to the drawings throughout the determination of the application. Following the submission of the revised massing and design drawings that neighbours were consulted upon as well as more recent minor amendments the Conservation and Design officer is now satisfied that the proposals are acceptable subject to the imposition of conditions requiring details of materials to be approved as well as details of any reinstatement works to the listed building and hard and soft landscaping to both Manor House and the new development.
- 5.7 Local councillors. Officers note that former Councillor Diane Neil-Mills supported the proposals, and former Councillor Henry Nelless requested the matter go before members if officer approval was to be recommended for approval.

6 POLICY CONTEXT

- 6.1 Relevant policies in the London Plan 2011) are 3.3 (Increasing housing supply), 3.5 (Quality and design of housing developments), 3.8 (Housing choice), 5.3 (Sustainable design and construction), 7.4 (Local character), 7.6 (Architecture), 7.8 (Heritage assets and archaeology)
- 6.2 Relevant policies in the Core Strategy 2011 are CS8 (Housing choice), CS 9 (Housing provision), CS 12 (Infrastructure), CS 14 (Design), CS 18 (Active transport) CS 20 (Parking servicing and delivery)
- 6.3 The relevant policies in the Sites and Policies Plan 2014 are DM D1 (Urban Design and the public realm), DM D2 (Design considerations in all developments), DM D3 (Alterations and extensions to existing buildings), DM

D4 (Managing Heritage Assets), DM E1 (Employment Areas in Merton), DM T3 (Car parking and servicing standards)

6.4 The New Residential Development SPG 1999.

7. **PLANNING CONSIDERATIONS**

7.1 The main planning issues include the principle of residential use at the site, design, appearance and impact on the listed building, the standard of accommodation, impact on neighbouring properties, parking and access arrangements and developer contributions.

Loss of employment floorspace.

7.2 Loss of employment floorspace had not been cited amongst the Council's reasons for refusal on recent proposals that have been considered by PAC.

7.3 Paragraphs 21 and 22 of the NPPF seek to promote business and employment through the planning system but discourages overly restrictive policies to protect employment land where an evidence base does not support retention. Merton's Core Planning Strategy, formulated on a comprehensive evidence base that examined office and industrial floorspace demand, supports the retention, refurbishment and growth of large office-based employment in Wimbledon town centre, where market demand has been steadily supported through development proposals. Although Core Strategy policy CS.12 and SPP policy DM E3 seek to protect and improve scattered employment sites for small and growing businesses or community uses, the London Plan (2011) notes that beyond Central London, historic performance has shown that employment growth has not translated into office floorspace demand a position consistent with the Council's own evidence base.

7.4 Recent changes in legislation now provide a Prior Approval system under which, and subject to the proposal not creating issues around land contamination, flood risk and traffic, office uses such as this can change to residential use without the need for planning permission.

7.5 Given these considerations and the fact that the office use has only moved further along Kingston Road and still offers employment within the borough, officers consider that the loss of employment floorspace in this instance is acceptable and that it would be unreasonable to withhold permission on this basis.

Principle of Residential Use

7.6 Policy CS 9 in the Core Strategy requires working with housing providers to facilitate 4,800 new dwellings across the borough between 2011 and 2026 with a need for between 1,000 and 1,200 dwellings in the Wimbledon and Raynes Park areas. The proposed development would result in 5 new dwellings in a surrounding area that is predominantly given to residential accommodation and is therefore considered a suitable and acceptable use of this site and would make a contribution towards these minimum targets.

- 7.7 Policy DM T3 in the Sites and Policies Plan states that the Council will permit redevelopment or change of use of existing car parks where it has been demonstrated that they are surplus to requirements and will not adversely impact on road safety, on-street parking and local amenity. The office use of the site has now ceased and so the car park is no longer required for the use of staff.

Design impacts- Manor House.

- 7.8 London Plan policy 7.8 and SPP policy DM D4 seek to ensure that alterations and extensions to listed buildings preserve the character and setting of listed buildings. Policies DM D1 and DM D2 of the Council's Sites and Policies Plan (2014) seek to encourage high quality development that reinforces locally distinctive patterns of development. New developments are expected to respect the siting, scale, density, proportions, height, materials and massing of surrounding buildings and it is considered that by keeping the ridge height of the new building below that of the Manor House and with the 'barn style' frontage and the use of appropriate materials, the impact on the Manor House is considered such that it preserves the setting of the listed building.
- 7.9 The removal of the unattractive and out of character single storey rear extension, the erection of a glass canopy at the rear and the reintroduction of a garden area along with improvements to the appearance of the front of the Manor House and an overall upgrade to the exterior fabric of the building are all considered acceptable and would also enhance the significance of this heritage asset and its setting.

Design impacts- The new flats

- 7.10 In considering the impact of building the block of flats within the curtilage of the Grade II listed Manor House the following policies are considered relevant. Paragraph 132 of the NPPF states that the significance of a Heritage Asset can be harmed through development within its setting. Policy 7.8 of the London Plan states that development that affects the setting of listed buildings should be of the highest quality of architecture and design and respond positively to the local context and character. CS 14 of the Core strategy seeks to ensure that developments respond to heritage assets and the wider historic environment to enhance local character and distinctiveness. Policy DM D4 of the Sites and Policies Plan 2014 requires proposals affecting a heritage asset or its setting to conserve and enhance the significance of the asset as well as its surroundings.
- 7.11 The architect's approach has been to design the proposal such that from the main public realm the building "will evoke a North Surrey barn" and so be seen as appropriate backdrop to this historic building. Although the Design Review Panel gave the original proposal a Green Verdict their comments indicate that not every aspect of the design was considered acceptable or suitable and indeed questioned the 'validity of 'recreating' an essence of a bygone rural character in an area long since urbanised'. A high proportion of the objections to the proposed flats raised concerns relating to the proximity of the flats, not only to their own properties but to the Manor House which has traditionally been a 'stand alone' building in its own grounds. The impact of

new development on this site in relation to the Manor House has been a consistent reason for refusal on the previous applications. Officers and neighbours had such reservations concerning the size and impact of the original rear element of the proposal that this was subsequently reduced to a single storey. It is now considered that the revised design of this rear element is such that it does not impact on the adjacent Listed building and preserves the setting of this Heritage Asset.

Standard of Accommodation

- 7.12 The London Housing SPG 2012 adopted minimum standards for new residential build flats require a minimum of 50sqm for a one bedroom two person flat. All four flats exceed this minimum and all the flats meet the minimum standard for amenity space provision. The Manor House will provide around 144sqm of Gross Internal Area over three floors which exceeds the London Housing SPG figure of 137sqm for an 8 person unit (bedrooms 4 and 5 being only suitable for single occupancy given their floor area of less than 12sqm).
- 7.13 The house would have a garden in excess of 50sq.m thereby meeting the Council's standards. Ground floor flats have terraces and gardens of 10sq.m, 39 sq.m and 49 sq.m meeting or exceeding Merton and London Plan SPG standards. The two flats on the upper floor each have a balcony of 5 sq.m again meeting these standards.

Design and Impact on Neighbour/ Visual Amenity

- 7.14 London Plan policy 7.6, and Sites and Policies Plan policy DM D2 require proposals not to have a negative impact on the amenity of neighbouring occupiers through loss of light, overshadowing, outlook, privacy, visual intrusion or disturbance.

Following the receipt of objections to the proposal that raised concerns relating to the impact of the proposed flats on their amenity from loss of privacy the proposal was amended so as to remove the balconies and windows that directly overlooked the properties in 118 Kingston Road. The balconies are now orientated to look south across the front of properties in Horatio Place with side screening to restrict views across to 118 Kingston Road. Consequently it is now considered that the proposals will not result in an unacceptable loss of privacy for neighbouring residents and there have been no further comments on this issue following re-consultation.

- 7.15 In relation to a loss of light there would be a sufficient separation distance from the proposal and the properties at 118 Kingston Road not to create a loss of light to habitable rooms whilst the closest residential neighbours at 118A are positioned such that the proposal would also not give rise to a loss of light to neighbouring properties.

7.16 Parking and Access

Core Strategy policy CS 20 and policy DM T3 in the Sites and Policies Plan require developers to demonstrate that their development will not adversely affect safety, the convenience of local residents or on street parking and traffic management. Policy DM T3 will support the loss of car parks for alternative

uses where it has been demonstrated that they are surplus to requirements and will not adversely impact on road safety, on-street parking and local amenity. The office staff have now moved to other premises on Kingston Road and would therefore not require the use of the car park. The Council's transport planning officer has observed that the loss of the 15 space car park would reduce the number of traffic movements on the site and that it would be possible to restrict access to on street parking by the new residents of the development by making it a permit free development by means of a section 106 agreement. The issue of parking and the loss of the existing car park has not been cited as a reason for refusal since 1988 and it is considered that there is no justification for its inclusion in this instance.

7.17 Works to the Listed Building.

The Manor House has been the subject of unsympathetic extensions at the rear. The conversion back to a house is supported by officers and it is considered that subject to conditions relating to its Grade II listing and the need for the works to conserve this heritage asset the proposal will serve to enhance the Manor House and its direct setting. Officers are mindful of the fact that these proposals have two separate but interlinked elements, the works to the Grade II listed Manor House and the construction of the flats. In order to ensure that the works to the Manor House are satisfactorily undertaken and not left partially completed conditions are recommended that require the works to the Manor House to be completed prior to the occupation of the new flats and in accordance with the details shown in The Heritage Impact Assessment dated December 2013.

7.18 Developer Contributions

LBM Core Strategy policy CS 8 was formulated to address a borough-wide shortfall in affordable housing provision by requiring affordable housing contributions from all sites within the borough that provided between 1 and 9 units. The appellant supplied independent estate agent's valuations of the retail value of the four finished flats and the Manor House. These valuations gave an average value for the each of the five flats of £286,666 and £800,000 for the five bedroom Manor House and using the Council's contributions calculator this provides a total contribution towards affordable housing figure of £172,825 based on £25,450 per flat and £71,024 for the house.

7.19 The development would be liable to both Mayoral and LBM Community Infrastructure Levy contributions.

8. SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS

8.1 The application site is less than 0.5 hectares in area and therefore falls outside the scope of Schedule 2 development under 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 planning application.

- 8.2 London Plan policy 5.3 seeks a high standard of sustainable design and construction and inclusion of means of generating energy from renewable sources as part of new housing developments.
- 8.3 The Council's Climate change officer has advised that a BREEAM standard of at least 'Very good' should be sought for the domestic refurbishment of the listed building whilst the flats should attain a Code for Sustainable Homes standard of Level 4.

9. CONCLUSION

- 9.1 The proposal to convert the Grade II listed Manor House back to its original residential use is considered acceptable and a more appropriate use than the recent office use. The demolition of the extension and refurbishment of the rear elevation is welcomed and is considered to enhance the appearance of the listed building.
- 9.2 With regards to the block of flats, throughout the pre application and planning application stages officers have encouraged the reduction of the bulk and massing of the block in order to address issues relating to the block's relationship to the Manor House as well as issues of visual intrusion and loss of privacy to neighbouring occupiers. As a result of that dialogue with the applicant the height of the rear element has been reduced by a storey and the layout and orientation of the balconies has been amended such that issues relating to overlooking, loss of privacy, visual intrusion and the bulk of the block in relation to the adjacent listed building may be considered to have been addressed. The proposals would not have an unacceptable impact on the amenity of neighbouring occupiers and as a matter of judgement conserve the heritage asset of the Manor House and its setting.
- 9.3 The proposals will provide 5 new dwellings that meet the required standards for room space and amenity provision whilst in terms of the impact on parking, the Council's transport planning officers are of the opinion that the existing car park is now surplus to requirements and through the use of a section 106 agreement for the development of flats to be permit free it is considered that issues of parking have been satisfactorily addressed.
- 9.4 The applications are recommended for approval subject to a section 106 agreement for affordable housing and permit free and the imposition of suitable conditions.

RECOMMENDATIONS

Proposal i) Grant planning permission subject to a section 106 agreement and conditions;

A S106 agreement covering the following heads of terms:

1. Affordable housing contribution (£172,825)
2. The development shall be permit free
3. The applicant agreeing to pay the Council's legal and monitoring costs in connection with preparing, drafting and monitoring the S106 obligations.

Conditions:

- 1 Commencement of works.
- 2 In accordance with plans; 607/-001P4, 005 P4, 010 P8, 011 P7, 012 P6, 013 P6, 014 P4, 015 P6, 016 P6, 017 P4, 018 P5, 021 P6, 022 P3, 024 P4 & 058 P1
- 3 External materials to be approved; No development shall take place until details of particulars and samples of the materials to be used on all external faces of the development hereby permitted, including window frames and doors windows, gates, bricks, tiles, retaining walls and zinc (notwithstanding any materials specified in the application form and/or the approved drawings), have been submitted to the Local Planning Authority for approval. No works which are the subject of this condition shall be carried out until the details are approved, and the development shall be carried out in full accordance with the approved details.
- 4 No development shall take place until details of the surfacing of all those parts of the site not covered by buildings or soft landscaping, including any parking, service areas or roads, footpaths, hard and soft have been submitted in writing for approval by the Local Planning Authority. No works that are the subject of this condition shall be carried out until the details are approved, and the development shall not be occupied / the use of the development hereby approved shall not commence until the details have been approved and works to which this condition relates have been carried out in accordance with the approved details.
- 5 No cables, wires, aerials, pipework (except any rainwater downpipes as may be shown on the approved drawings) meter boxes or flues shall be fixed to any elevation facing a highway.
- 6 The relevant part of the development hereby approved shall not be occupied until the refuse and recycling storage facilities shown on the approved plans to serve that part of the development have been fully implemented and made available for use. These facilities shall thereafter be retained for use at all times.
- 7 The screening or enclosure to the balcony as shown on the approved plans shall be implemented before the development is first occupied and retained permanently thereafter.
- 8 No external lighting shall be installed without the prior approval in writing of the Local Planning Authority.

- 9 No demolition or construction work or ancillary activities such as deliveries shall take place before 8am or after 6pm Mondays - Fridays inclusive, before 8am or after 1pm on Saturdays or at any time on Sundays or Bank Holidays.
- 10 No development shall take place until full details of a landscaping and planting scheme has been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved before the commencement of the use or the occupation of any building hereby approved, unless otherwise agreed in writing by the Local Planning Authority. The details shall include on a plan, full details of the size, species, spacing, quantities and location of proposed plants, together with any hard surfacing, means of enclosure, and indications of all existing trees, hedges and any other features to be retained, and measures for their protection during the course of development.
- 11 No development shall commence until details of the proposed vehicular access to serve the development have been submitted in writing for approval to the Local Planning Authority. No works that are subject of this condition shall be carried out until those details have been approved, and the development shall not be occupied until those details have been approved and completed in full.
- 12 The development shall not be occupied until the existing redundant crossover/s have been removed by raising the kerb and reinstating the footway in accordance with the requirements of the Highway Authority
- 13 The vehicle parking area (including any garages hereby approved) shown on the approved plans shall be provided before the use hereby permitted commences and shall be retained for parking purposes for occupiers and users of the development and for no other purpose.
- 14 The relevant part of the development hereby permitted shall not be occupied until the cycle parking shown on the plans hereby approved has been provided and made available for use. These facilities shall be retained for the occupants of and visitors to the development at all times.
- 15 The development shall not commence until details of the provision to accommodate all site workers', visitors' and construction vehicles and loading /unloading arrangements during the construction process have been submitted to and approved in writing by the Local Planning Authority. The approved details must be implemented and complied with for the duration of the construction process.

- 16 The new flats shall be constructed to Lifetime Homes Standards, and shall not be occupied until the applicant has provided written evidence to confirm this has been achieved based on the relevant Lifetime Homes Standards criteria.
- 17 No development [including demolition] pursuant to this consent shall take place until the implementation of a programme of archaeological work has been secured in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority. The archaeological works shall be carried out by a suitably qualified investigating body acceptable to the Local Planning Authority and in accordance with the approved written scheme of investigation.
- 18 No development [including demolition] pursuant to this consent shall take place until an on-site watching brief, which ensures the presence of a suitably qualified and experienced archaeologist during construction work, has been submitted to and approved in writing by the Local Planning Authority. In the event of important archaeological features or remains being discovered, which require fuller rescue excavation, then construction work shall cease until the applicant has secured the implementation of a further programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority.
- 19 L2 No development of the flats hereby approved shall commence until a copy of 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 that the development is registered with BRE or other equivalent assessors under Code For Sustainable and a Design Stage Assessment Report demonstrating that the development will achieve not less than the standards equivalent to Code for Sustainable Homes Level 4 has been submitted to and approved in writing by the Local Planning Authority.
- 20L3 No part of the development hereby approved shall be occupied until a Building Research Establishment or other equivalent assessor's Final Code Certificate, confirming that it has achieved not less than the standards equivalent to Code 4 level for Sustainable Homes, has been submitted to, and acknowledged in writing by the Local Planning Authority, unless otherwise agreed in writing by the Local Planning Authority,.
- 21 L4 No development involving works to the Manor House shall commence until a copy of a letter from a person that is licensed with the Building Research Establishment (BRE) or other equivalent assessors as a BREEAM Pre-Commencement (Major refurbishment residential) assessor confirming that the development is registered with the Building Research Establishment (BRE) or other equivalent assessors in respect of a BREEAM Domestic Refurbishment rating and a Design Stage Assessment Report demonstrating

that the development will achieve not less than the standards equivalent to BREEAM Very Good standard has been submitted to and approved in writing by the Local Planning Authority.

22 Development shall not commence until the applicant has submitted to and had approved in writing by the local planning authority a construction phasing plan including details of the timeline and phasing of demolition and construction of the development hereby approved. The development shall be implemented in accordance with such details as are approved. Reason. To ensure the implementation of the development safeguards the setting of the listed building, provides a satisfactory environment for future occupiers and does not give rise to increased pressure for on-street parking in accordance with Merton's adopted planning policies.

23 NPPF informative.

Proposal ii)

- 1 N1 No work shall start on site without prior notification in writing at least 7 working days before the start of the work to the Local Planning Authority.
- 2 N3 All new works and works of making good for the retained fabric, whether internal or external, shall be finished to match the adjacent work with regards to the methods used and to material, colour, texture and profile.
- 3 Non standard condition. The works to the Manor House shall be undertaken in accordance with the details shown in the Heritage Impact assessment dated December 2013.
Reason; To safeguard the special architectural or historic interest of the building and to comply with the following Development Plan policies for Merton: policy 7.8 of the London Plan 2011, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D2, D3 and D4 of Merton's Sites and Polices Plan 2014.